



NOTICE OF MEETING

Licensing and Safety Committee

Thursday 1 October 2009, 7.30 pm

Council Chamber, Fourth Floor, Easthampstead House, Bracknell

To: Licensing and Safety Committee

Councillor Brunel-Walker (Chairman), Councillor Mrs Ryder (Vice-Chairman), Councillors Mrs Angell, Baily, Mrs Barnard, Beadsley, Brossard, Burrows, Finch, Leake, Osborne, Thompson, Virgo and Ms Wilson

cc: Substitute Members of the Committee

ALISON SANDERS
Director of Corporate Services

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Email: liz.sanneh@bracknell-forest.gov.uk
Published: 23 September 2009

**Licensing and Safety Committee
Thursday 1 October 2009, 7.30 pm
Council Chamber, Fourth Floor, Easthampstead House,
Bracknell**

AGENDA

Page No

1. **Apologies for Absence**

To receive apologies for absence.

2. **Declarations of Interest**

Members are required to declare any personal or prejudicial interests and the nature of that interest, in respect of any matter to be considered at this meeting.

3. **Minutes**

To approve as a correct record the minutes of the meeting held on 2 July 2009.

1 - 2

4. **Urgent Items of Business**

Any other items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.

5. **Review of Statement of Gambling Principles**

To receive a report on the results of a consultation on gambling principles, and to receive recommendations on a revised Statement of Gambling Principles.

3 - 40

6. **Bracknell Forest Taxi Unmet Demand Survey**

To consider a report on the Bracknell Forest Taxi Unmet Demand Survey, to receive a presentation from Paul Beecham of Transport Planning International on the report and its conclusions, and to consider the options as presented.

41 - 176

NOTE: Members are asked to submit in writing before the meeting any technical questions they may have arising from the papers in this item.

7. **Date of next meeting**

Thursday 4 February 2010 at 7.30 pm
Thursday 29 April 2010 at 7.30 pm



LICENSING AND SAFETY COMMITTEE
02 JULY 2009
7.30 - 8.25 PM

Present:

Councillors Brunel-Walker (Chairman), Mrs Ryder (Vice-Chairman), Mrs Angell, Baily, Mrs Barnard, Beadsley, Brossard, Browne, Burrows, Finch, Leake, Osborne and Virgo

Apologies for absence were received from:

Councillors Thompson

4. Declarations of Interest

There were no declarations of interest made at the meeting.

5. Minutes

RESOLVED that the minute of the meetings of the Committee held on 23 April and 6 May 2009 be approved and signed by the Chairman.

Matters Arising

6 May 2009 minute number 3: Appointment of Licensing Panel: The Chairman advised the Committee that the Chairman of the Licensing Panels would remain the same as the previous year.

6. Health and Safety Law Enforcement Plan 2009-2010

The Committee received a report seeking agreement of the adoption of the Health and Safety Law Enforcement Plan for 2009-10. The Plan reflected the requirement to ensure that national priorities and standards were delivered effectively and consistently at local level, and identified where and how resources would be developed in the current year.

The Committee noted that Environmental Health would be inspecting all high risk businesses and undertaking a further 161 topic inspections to premises in 2009/10. There had been 66 occasions where enforcement action had been taken in relation to health and safety in 2008/09, although most of the enforcement was in the form of informal improvement notices.

Appendix B to the report detailed the priority areas of work for 2009/10 and these would be reported on in the indicative plan for 2010/11 to be presented to the Committee in February 2010. Arising from Members questions the Plan would also indicate the position in terms of staff shortages and the measures that had been put in place to address this issue. An explanation would also be provided to the Committee on the reason for the increase in health and safety complaints and enquiries in 2008/09.

It was **RESOLVED** that;

- (i) the performance outturn report as set out in the Appendix A to the report of the Director of Environment, Culture and Communities be agreed,
- (ii) the Health and Safety Law Enforcement Plan for 2009-2010 as set out in Appendix B to the report be adopted, and the particular focus on topic inspections and the inspection strategies for high risk businesses to ensure resources were appropriately targeted be noted.

7. Public Speaking at the Licensing & Safety Committee

The Committee noted the information report which provided an update on the decision of the Committee to permit public speaking at Licensing and Safety Committee meetings.

The leaflet devised to explain the process for public speaking had been agreed by the Chairman and was available on the public website.

8. Bracknell Licensed Taxi Forum

The Committee received the minutes of the Bracknell Licensed Taxi Forum on 12 May 2009, and the minutes of the meeting on 26 June 2009 were tabled.

The Committee noted that Guidance on the use of the new penalty points scheme which took effect on 1 April 2009 had now been issued to all drivers.

9. Unmet Demand Survey

The Committee noted the information report which provided an update on the Unmet Demand Survey in relation to Hackney Carriages in the Borough. The Committee noted that the survey had involved 280 hours of rank observation and that the findings of the survey, including results of the consultation would be presented to the Committee at their next meeting on 1 October 2009.

The Committee also noted that as there had been no objections the increase in the cost of a Hackney Carriage Licence from £220 to £270 and therefore the new cost had been implemented.

10. Policing and Crime Bill 2008-2009

The Committee noted the information report providing an update on the Policing and Crime Bill 2008-2009. Proposals within the Bill included reclassifying lap, table and pole dancing clubs to sex encounter venues and tackling the irresponsible selling of alcohol.

The Bill was currently going through a consultation process and implementation was likely to commence in Autumn when the Council would need to decide whether it would continue to licence lap dancing clubs under the Licensing Act or to move to the new system.

11. Date of Next Meeting

Thursday 1 October 2009, 7.30pm, Council Chamber, Easthampstead House.

CHAIRMAN

LICENSING AND SAFETY COMMITTEE 1 OCTOBER 2009

REVIEW OF STATEMENT OF GAMBLING PRINCIPLES (Chief Officer: Environment and Public Protection)

1 PURPOSE OF DECISION

- 1.1 Under the Gambling Act 2005, the Council is required to review and consult upon its Statement of Gambling Principles every three years from the date of adoption. The present Statement of Gambling Principles was published on 31 January 2007 and therefore must undergo a review and be re-published on or before 30 January 2010.
- 1.2 The purpose of this report is to advise the Committee on the results of the consultation and to seek recommendation to the Executive that the Council adopts the revised Statement of Gambling Principles with effect from 30 January 2010.

2 RECOMMENDATION

- 2.1 That the Committee notes the results of the consultation and recommends to the Executive that the Council adopts the revised Statement of Gambling Principles with effect from 30 January 2010.

3 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

- 3.1 The legal implications are identified within the report.

Borough Treasurer

- 3.2 There are no significant financial implications arising from the recommendation in this report.

Equalities Impact Assessment

- 3.3 There are no implications arising from the recommendation in this report.

Strategic Risk Management Issues

- 3.4 There are no strategic risk management implications arising from the recommendation in this report.

4 SUPPORTING INFORMATION

- 4.1 Section 349 of the Gambling Act 2005 requires licensing authorities to publish a statement of the principles that they propose to apply in exercising their functions under the Act. The Statement of Principles ('the Statement') will last for a maximum of three years and can be reviewed and revised by the authority at any time.

- 4.2 Consultation took place from 24 April to 7 September 2009 with a range of organisations including current licence holders, trade associations and community groups. The consultation was also publicised on the Council's website. Approximately 300 individuals and organisations were consulted by post or email, and just 8 responses were received, 7 of which were 'no comment'. A summary of the responses to the consultation can be found at Appendix A.
- 4.3 The comments received from GamCare have been taken into account and the Statement will continue to encourage licensed premises to display leaflets and posters showing the GamCare helpline number. The comment in respect of gambling operators is not of relevance as operator licences are issued by the Gambling Commission, not the Council.
- 4.4 The revised draft Statement of Gambling Principles is attached at Appendix B.

Background Papers

Statement of Gambling Principles (January 2007)

Gambling Commission Guidance to Licensing Authorities (May 2009)

LACORS Guidance on review of GA05 Policy (May 2009)

Contact for further information

Laura Driscoll, Licensing Section - 01344 352517

laura.driscoll@bracknell-forest.gov.uk

Doc Ref

G:\TSTANDRD\Laura\Review of Gambling Policy\Committee\Review of Statement of Gambling Principles.doc

Equality Impact Assessment Record

EIA Guidance

Please ensure that you have read the Council's EIA Guidance booklet, available on Boris, before starting work on your EIA, it should be read in conjunction with this form. If anything is unclear please contact your departmental equality representative listed below. This form is designed to summarise the findings of your EIA. **Please also keep a record of your other discussions in producing the impact assessment.**

Drafting your EIA

The boxes in this form are designed to expand please ensure that you add data, consultation results and other information to back up any assertions that you make. A draft of this record form must be sent to the Councils Equality Officer Abby Thomas and your departmental equality representative(s) (listed below) who will send you comments on it before it is finalised and signed off by your Chief Officer. This step is important to check the quality and consistency of EIAs across the Council.

Departmental Equality Representatives

ECC Jane Eaton
CS Abby Thomas

SCL Graham Symonds and Ilona Cowe
CXO Stephanie Boodhna

Publishing

The Council is legally required to publish this EIA record form on the Councils website. Please send a copy of the final version of the EIA record form to the Councils Equality Officer Abby Thomas to publish.

Date of EIA	15 September 2009	EIA Guidance
Directorate	Environment, Culture and Communities	
		<i>Page Ref.</i>
Part One - Initial Screening Record		
1. Activity to be assessed	Statement of Gambling Principles	
2. What is the activity?	<input checked="" type="checkbox"/> Policy/strategy <input type="checkbox"/> Function/procedure <input type="checkbox"/> Project <input type="checkbox"/> Review <input type="checkbox"/> Service <input type="checkbox"/> Organisational change	
3. Is it a new or existing activity?	<input type="checkbox"/> New <input checked="" type="checkbox"/> Existing	
4. Who are the members of the EIA team?	Laura Driscoll, Licensing Team Leader	
5. Initial screening assessment. If the answer to either of these questions is 'yes' then it is necessary to go ahead with a full Equality Impact Assessment.	<p>1. Does the activity have the potential to cause adverse impact or discriminate against different groups in the Councils workforce or the community?</p> <p style="background-color: #e0e0e0;">Consultation has taken place between April and September to seek comments on and suggested amendments to the current policy, which is required to be reviewed and republished. A wide range of community groups and organisations were consulted, for example Gamcare, the Minorities Alliance and BFVA, and no responses have been received which make reference to any equality or discrimination issues.</p> <p>2. Does the activity make a positive contribution to equalities?</p> <p style="background-color: #e0e0e0;">This policy aims to ensure that there is no adverse impact on children and vulnerable people, such as those with learning disabilities or mental health problems, who may be at higher than normal risk of being harmed or exploited by gambling.</p>	
6. Did Part 1: Initial Screening indicate that a full EIA was necessary?	<input type="checkbox"/> Yes – full EIA completed and recorded below. <input checked="" type="checkbox"/> No – full EIA not completed record ends here, please ensure this record is signed by the Chief Officer in box 19 overleaf and then email to abby.thomas@bracknell-forest.gov.uk	
		See Pages 9 - 10

Part Two - Full EIA Record																								
<p>7. Why is a full EIA being completed on the activity? Double click on boxes to check all that apply.</p>	<p>The activity has the potential to have an adverse impact/discriminate against different groups in the community. <input type="checkbox"/></p> <p>The activity makes a positive contribution to equalities <input type="checkbox"/></p>	<p>See</p> <p>Pages</p> <p>9 - 10</p>																						
<p>8. Who is the activity designed to benefit/target?</p>	<p>The purpose of the activity is to: Overwrite with details</p> <p>The activity is designed for: Overwrite with details</p>	<p>See</p> <p>Page</p> <p>11</p>																						
<p>9. Summarise the information gathered for this EIA including research and consultation to establish what impact the activity has on different equality groups.</p>	<p>Overwrite with the data, information, consultation results or research that was gathered as part of the EIA to establish what impact the activity has on different equality groups.</p> <p>Where relevant include data such as take up, profile of users and satisfaction levels with the service/function, size of consultation responses and any issues raised by equality groups/equality issues in consultations.</p>	<p>See Pages</p> <p>12-13</p>																						
<p>10. A) With regard to the equalities themes, which groups does the activity impact upon?</p> <p>B) Might any of these groups be adversely impacted?</p> <p><i>If you have not got sufficient information to make a judgement, go to box 17 and list the actions that you will take to collect further information.</i></p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left; padding: 2px;">A) Groups Impacted</th> <th style="text-align: left; padding: 2px;">B) Groups impacted adversely</th> </tr> </thead> <tbody> <tr> <td style="padding: 2px;"><input type="checkbox"/> Race and ethnicity</td> <td style="padding: 2px;"><input type="checkbox"/> Race and ethnicity</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Disability</td> <td style="padding: 2px;"><input type="checkbox"/> Disability</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Gender</td> <td style="padding: 2px;"><input type="checkbox"/> Gender</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Age</td> <td style="padding: 2px;"><input type="checkbox"/> Age</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Sexual Orientation</td> <td style="padding: 2px;"><input type="checkbox"/> Sexual Orientation</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Religion or belief</td> <td style="padding: 2px;"><input type="checkbox"/> Religion or belief</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> </tr> <tr> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> <td style="padding: 2px;"><input type="checkbox"/> Other - please specify</td> </tr> </tbody> </table>	A) Groups Impacted	B) Groups impacted adversely	<input type="checkbox"/> Race and ethnicity	<input type="checkbox"/> Race and ethnicity	<input type="checkbox"/> Disability	<input type="checkbox"/> Disability	<input type="checkbox"/> Gender	<input type="checkbox"/> Gender	<input type="checkbox"/> Age	<input type="checkbox"/> Age	<input type="checkbox"/> Sexual Orientation	<input type="checkbox"/> Sexual Orientation	<input type="checkbox"/> Religion or belief	<input type="checkbox"/> Religion or belief	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<input type="checkbox"/> Other - please specify	<p>See Pages</p> <p>14 -15</p> <p><i>Double click on the boxes to check all that apply.</i></p>
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11. What evidence is there to suggest an impact/adverse impact?	A) Evidence of Impact. Overwrite with the data, information or research that was used in the EIA. Include any evidence if relevant of a positive impact on equalities. B) Evidence of adverse impact. Overwrite with the data, information or research that was used in the EIA		
12. On what grounds can impact or adverse impact be justified?			See Pages 14 -15
13. Have any examples of good practice been identified as part of the EIA?			
14. What actions are you currently undertaking to address issues for any of the groups impacted/adversely impacted?			See Pages 14 -15
15. What actions will you take to reduce or remove any differential/adverse impact? Please also list any other actions you will take to maximise positive impacts.	List the actions that you have planned as a result of the EIA. The action plan should include references to any additional monitoring or research that was identified in the information-gathering part of the process. It should also include references to any information that is still required or was not retrievable at the point of assessment.		See page 16
16. Into which action plan/s will these actions be incorporated?			
17. Who is responsible for the action plan?			
18. Chief Officers signature.	<u>Name</u> : Steve Loudoun Signature.....		
19. Which PMR will this EIA be reported in?	Environment and Public Protection 2 nd Quarter 2009/2010		

Appendix A

Consultee	Response
Emergency Planning	No comments
William Hill	No comments
North Ascot Community Association	No comments
GamCare	Continue to encourage premises to display leaflets and posters showing the GamCare helpline number. Consider whether gambling operators should have GamCare training and certification
Royal Berkshire Fire and Rescue	No comments
Thames Valley Police	No comments
Point Bingo	No comments
Crowthorne Parish Council	No comments

Statement of Gambling Principles

DECEMBER 2009

**GAMBLING ACT 2005
SI 2006 No 637**

**BRACKNELL FOREST BOROUGH COUNCIL
STATEMENT OF GAMBLING PRINCIPLES**

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1 STATEMENT OF GAMBLING PRINCIPLES

1.1 Introduction

The Gambling Act 2005 (referred to in this document as “the Act”) requires the Council to prepare and publish a Statement of Gambling Principles (“Statement”) that sets out the policies that the Council will generally apply to promote the licensing objectives when making decisions on applications made under the Act.

This Statement has been prepared having regard to the licensing objectives of the Act, the Guidance to Licensing Authorities issued by the Gambling Commission, and any responses from those consulted on the Statement. A list of those consulted can be found at Appendix A. The full list of comments made and the consideration by the Council of those comments is available on request.

The Statement will come into effect on the 31 January 2010 and will be reviewed as necessary, and at least every 3 years from the date of adoption.

This Statement is not intended to override the right of any person to make an application under the Act, and to have that application considered on its merits. Equally, the Statement is not intended to undermine the right of any person to make representations about an application or to seek a review of a licence where provision has been made for them to do so.

1.2 The Borough of Bracknell Forest

Bracknell Forest covers 10,937 hectares and is located at the very centre of the Thames Valley, 25 miles west of London, close to Windsor, Ascot and Reading. Minutes from the M3 and the M4 motorway network, it provides immediate access via the M25 to the south-east region. There are also good rail connections to London and the west. A map can be found at Appendix B.

60% of the population lives in the town of Bracknell in the north of the Borough, which contains the majority of residential, commercial and industrial areas. Crowthorne and Sandhurst are two urbanised communities in the south, with the rural communities of Binfield, Warfield and Winkfield in the north.

The Borough has a higher than average percentage of 25-45 year olds (35% against 30% nationally). Bracknell Forest has 11% aged over 65 compared to the national figure of 15%, but some wards show significantly larger proportions of older people. In terms of ethnicity, the population is predominantly white, with 5% representing other ethnic groups. This is an increase from 2.7% from 1996.

1.3 Licensing Objectives

This licensing authority is aware that, as per Section 153 of the Act, in making decisions about premises licences and temporary use notices it should aim to permit the use of premises for gambling in so far as it thinks it:

- in accordance with any relevant Codes of Practice issued by the Gambling Commission;
- in accordance with any relevant Gambling Commission guidance;
- reasonably consistent with the licensing objectives;
- in accordance with this Statement of Gambling Principles.

There are three licensing objectives which are central to the Act. These are:

- Preventing gambling from being a source of crime and disorder, being associated with crime or disorder, or being used to support crime;
- Ensuring that gambling is conducted in a fair and open way;
- Protecting children and other vulnerable persons from being harmed or exploited by gambling.

1.4 Licensable Activities

'Gambling' is defined in the Act as either gaming, betting, or taking part in a lottery.

- Gaming means playing a game of chance for a prize
- Betting means making or accepting a bet on the outcome of a race, competition, or any other event; the likelihood of anything occurring or not occurring; or whether anything is true or not
- A lottery is where persons are required to pay in order to take part in an arrangement, during the course of which one or more prizes are allocated by a process which relies wholly on chance.

The Act provides for three categories of licence:

- Operating licences
- Personal licences
- Premises licences.

The Gambling Commission is responsible for remote (online) gambling, operating licences and personal licences.

This licensing authority is responsible for issuing premises licences and provisional statements for the following types of premises:

- Casinos
- Bingo premises
- Betting premises and tracks
- Adult gaming centres
- Family entertainment centres.

Additional functions of this licensing authority are to:

- issue permits for gambling and gaming machines in clubs
- receive notifications from alcohol licensed premises of the use of up to 2 gaming machines and issue licensed premises gaming machine permits where there are more than 2 machines
- issue permits to family entertainment centres for the use of certain lower stake gaming machines
- issue permits for prize gaming
- receive and endorse temporary use notices
- receive occasional use notices for betting at tracks
- register small society lotteries
- provide details of licences issued to the Gambling Commission
- maintain registers of the permits and licences that are issued under the Act.

1.5 Responsible Authorities

Responsible authorities must be notified of all premises licence applications and are entitled to make representations if they are relevant to the licensing objectives.

Section 157 of the Act defines those authorities as:

- Gambling Commission
- Police
- Local Fire Authority
- Local Planning authority
- Environmental Health
- Child Protection Committee
- HM Revenue and Customs
- A licensing authority in whose area the premises is situated.

The Licensing Authority is required by regulations to state the principles it will apply in exercising its powers under Section 157(h) of the Act to designate, in writing, a body which is competent to advise the authority about the protection of children from harm. The principles are:

- The need for the body to be responsible for an area covering the whole of the licensing authority's area, and
- The need for the body to be answerable to democratically elected persons, rather than any particular vested interest group.

This authority designates the Bracknell Area Child Protection Committee for this purpose.

The contact details of all the responsible authorities under the Gambling Act 2005 are available at: <http://www.bracknell-forest.gov.uk/environment/env-licensing/env-gambling-act-2005.htm>.

1.6 Interested Parties

Interested parties can make representations about licence applications, or apply for a review of an existing licence. Interested parties making representations will be required to relate their objection to one or more of the licensing objectives.

An interested party is someone who:

- lives sufficiently close to the premises to be likely to be affected by the authorised activities, or
- has business interests that might be affected by the authorised activities, or
- represents persons in either of the two groups above.

In determining whether someone lives sufficiently close to particular premises so as to be affected the licensing authority will take into account, amongst other things:

- the size and nature of the premises
- the distance of the premises from the person making the representation
- the nature of the complaint
- the potential impact of the premises.

In determining whether a person has a business interest which could be affected, the licensing authority will consider, amongst other things:

- the size of the premises
- the catchment area of the premises, and
- whether the person making the representation has business interests in the catchment area that might be affected.

The term "business interests" is given the widest possible interpretation and includes partnerships, charities, faith groups and medical practices.

If an existing gambling business makes a representation that it is going to be affected by another gambling business starting up in the area, the licensing authority would not consider this as a relevant representation as it does not relate to the licensing objectives and instead relates to demand or competition.

The licensing authority may, in certain circumstances, consider a representation to be either frivolous or vexatious. This will generally be a matter of fact given the circumstances of each individual case but, before coming to a decision, the licensing authority will normally consider:

- who is making the representation and whether there is a history of making representations that are not relevant,
- whether it raises a 'relevant' issue or not, or
- whether it raises issues specifically concerning the premises which is the subject of the application.

The Council, in undertaking its licensing function, will have due regard to the need to eliminate unlawful discrimination and to promote equality and good relations between persons of different racial groups.

Where an interested party has made either a valid representation about a licensed premises or a valid application for a licence to be reviewed, the licensing authority may initially arrange a mediation meeting to address and clarify the issues of concern. This process will not override the right of any interested party to ask that the Licensing Committee consider their valid objections or for any licence holder to decline to participate in a mediation meeting.

1.7 Information Exchange

This licensing authority will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 1998 will not be contravened. The licensing authority will also have regard to any guidance issued by the Gambling Commission on this matter, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

Details of those persons making representations will be made available to applicants to allow for negotiation and, in the event of a hearing being held, will form part of a public document. Anyone making representations or applying for the review of a premises licence will be informed that their details will be disclosed.

1.8 Enforcement

The Council is a signatory to the National Enforcement Concordat and will follow the principles set out in it. The Concordat is published on the website at <http://www.bracknell-forest.gov.uk/enforcement-policy-leaflet.pdf>. It is based around the principles of consistency, transparency and proportionality and proposes that a graduated response is taken where offences or breaches are found.

This licensing authority has adopted and implemented a risk-based inspection programme, based on;

- The licensing objectives
- Relevant codes of practice
- Guidance issued by the Gambling Commission
- The principles set out in this Statement.

The main enforcement and compliance role for this licensing authority in terms of the Gambling Act 2005 is to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission is the enforcement body for operating and personal licences.

As per the Gambling Commission's Guidance to Licensing Authorities, this licensing authority will endeavour to avoid duplication with other regulatory regimes so far as possible. The licensing authority will establish a close working relationship with the Police, the Gambling Commission and, where appropriate, other responsible authorities.

The licensing authority will investigate complaints against licensed premises in relation to matters relating to the licensing objectives for which it has responsibility. In the first instance, complainants will be encouraged to raise the complaint directly with the licence holder or business concerned to seek a local resolution.

2 PREMISES LICENCES

2.1 General Principles

A licence can only be issued in relation to premises that the licensing authority can be satisfied are going to be ready to be used for gambling in the reasonably near future, consistent with the scale of building or alterations required before the premises are brought into use. If the construction of a premises is not yet complete, or if they need alteration, or if the applicant does not yet have a right to occupy them, then an application for a provisional statement should be made instead.

In deciding whether a premises licence can be granted where there are outstanding construction or alteration works at a premises, this authority will determine applications on their merits, applying a two stage consideration process:-

- First, whether the premises ought to be permitted to be used for gambling
- Second, whether appropriate conditions can be put in place to cater for the situation that the premises are not yet in the state in which they ought to be before gambling takes place.

In the Act, "premises" is defined as including "any place". A single building could be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. This approach has been taken to allow large, multiple unit premises such as shopping malls to obtain separate premises licences, where appropriate safeguards are in place. This licensing authority will take account of the Gambling Commission's guidance in respect of this matter and the mandatory conditions relating to access between premises.

When determining an application for a premises licence or review a premises licence, regard will be had to the proximity of the premises to schools, vulnerable adult centres or residential areas where there may be a high concentration of families with children. The proximity of premises taken into consideration will vary depending on the size and scope of the gambling premises concerned. Each case will, however, be decided on its merits. Therefore, if an applicant can effectively demonstrate how they might overcome any concerns, this will be taken into account.

In determining an application, the licensing authority may not have regard to the expected demand for the facilities which it is proposed to provide.

Applications for the granting, transfer or variation of a premises licence will be expected to be accompanied by an assessment that demonstrates how the applicant will promote the licensing objectives in the form of a written operating schedule. The licensing authority can provide advice on the level of detail required, which will be proportional to the scale and nature of the application made.

Premises licences are subject to the requirements set-out in the Gambling Act 2005 and regulations, as well as specific mandatory and default conditions which are detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach others, where it is believed to be appropriate.

When considering any conditions to be attached to licences, the licensing authority will primarily focus on the direct impact of the activities taking place at licensed premises on members of the public living, working or engaged in normal activity in

the area concerned. Conditions (other than default conditions and those required by law) will only be attached where they are needed to meet the requirements of the licensing objectives and are within the control of the licensee. Any conditions applied will not be overly onerous and will be proportionate to the scale of the application and the risks involved. Conditions will generally be considered unnecessary if they are already adequately covered by other legislation.

The licensing authority recognises that, apart from the licensing function, there are a number of other mechanisms available for addressing issues of unruly behaviour that can occur away from licensed premises, including:

- Planning controls
- Ongoing measures to create a safe and clean environment in these areas in partnership with local businesses, transport operators and other Council departments
- Regular liaison with the Police on law enforcement issues regarding disorder and anti-social behaviour
- The power of the Police, other responsible authorities or local residents and businesses to seek a review of the licence.

The licensing authority will not seek to use the Act to resolve matters more readily dealt with under other legislation, and will seek to avoid any duplication with other regulatory systems where possible. For example, the licensing authority will not take into account whether a premises has the appropriate planning or building consents, nor will it take into account fire or health and safety risks.

Where children and other vulnerable people are allowed access to premises where gambling takes place, the licensing authority may take such steps as are lawful and necessary to either limit access generally or by introducing measures to prevent under-age gambling. The licensing authority will not normally seek to limit the access of children to any premises unless it receives representations to that effect or it believes it is right to do so for the prevention of their physical, moral or psychological harm. Applicants are encouraged to propose any prohibitions or restrictions of their own in circumstances where it is felt that the presence of children would be undesirable or inappropriate.

The overriding principle is that each application and the circumstances prevailing at each premises will be considered on their own individual merits.

2.2 Preventing gambling from being a source of crime and disorder

This licensing authority is aware that the Gambling Commission will be taking a leading role in preventing gambling premises from being a source of crime, for example the sale and distribution of controlled drugs, money laundering, prostitution, or unlawful gambling. The Gambling Commission's Guidance does however envisage that licensing authorities should pay attention to the proposed location of gambling premises in terms of this licensing objective. Thus, where an area has high levels of organised crime, this authority will consider carefully whether gambling premises are suitable to be located there and whether conditions may be necessary such as provisions of door supervisors. When making decisions in this regard, the licensing authority will give due weight to any comments made by the Police.

This licensing authority is aware of the distinction between disorder and nuisance and will consider factors such as whether police assistance was required and how

threatening the behaviour was to those who could see it, so as to make that distinction. The licensing authority will seek the views of its legal advisers before determining what action to take in circumstances in which disorder may be a factor.

As far as disorder is concerned, there are already powers in existing anti-social behaviour and other legislation to deal with measures designed to prevent nuisance, whether it arises as a result of noise from a building or from general disturbance once people have left a building. The licensing authority will not use the Act to deal with general nuisance issues, such as parking problems, which can easily be dealt with using alternative powers.

2.3 Ensuring gambling is conducted in a fair and open way

This licensing authority has noted that the Gambling Commission has stated that it would generally not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences.

2.4 Protecting children and other vulnerable people from gambling

This licensing authority has noted that the Gambling Commission's Guidance for Local Authorities states that this objective means preventing children from taking part in gambling, as well as restriction of advertising so that gambling products are not aimed at or are, particularly attractive to children. The licensing authority will therefore consider, as suggested in the Gambling Commission's Guidance, whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances/machines, segregation of areas etc.

This licensing authority is also aware of the Gambling Commission Codes of Practice as regards this licensing objective, in relation to specific premises.

As regards the term "vulnerable persons", it is noted that the Gambling Commission does not seek to offer a definition, but states that "it will for regulatory purposes assume that this group includes people who gamble more than they want to; people who gamble beyond their means; and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, alcohol or drugs." This licensing authority will consider this licensing objective on a case by case basis.

2.5 Licence Conditions

Any conditions attached to licences will be proportionate and will be:

- relevant to the need to make the premises suitable as a gambling facility
- directly related to the premises and the type of licence applied for
- fairly and reasonably related to the scale and type of premises, and
- reasonable in all other respects.

Decisions upon individual conditions will be made on a case by case basis, although there will be a number of measures this licensing authority will consider utilising should there be a perceived need, such as the use of supervisors, appropriate signage for adult only areas etc. There are specific comments made in this regard under some of the licence types below. This licensing authority will also expect the

licence applicant to offer his/her own suggestions as to the way in which the licensing objectives can be met effectively.

This licensing authority will also consider specific measures which may be required for buildings which are subject to multiple premises licences. Such measures may include the supervision of entrances; segregation of gambling from non-gambling areas frequented by children; and the supervision of gaming machines in non-adult gambling specific premises in order to pursue the licensing objectives. These matters are in accordance with the Gambling Commission's Guidance.

This licensing authority will also ensure that where category C or above machines are on offer in premises to which children are admitted:

- all such machines are located in an area of the premises which is separated from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance
- only adults are admitted to the area where these machines are located
- access to the area where the machines are located is supervised
- the area where these machines are located is arranged so that it can be observed by the staff or the licence holder, and
- at the entrance to and inside any such areas there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

These considerations will apply to premises including buildings where multiple premises licences are applicable.

It is noted that there are conditions which the licensing authority cannot attach to premises licences which are:

- any condition on the premises licence which makes it impossible to comply with an operating licence condition
- conditions relating to gaming machine categories, numbers, or method of operation
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated), and
- conditions in relation to stakes, fees, winning or prizes.

The Gambling Commission advises in its Guidance to Licensing Authorities that if a licensing authority is concerned that a premises may attract disorder or be subject to attempts at unauthorised access (for example by children and young persons) then it may require that the entrances to the premises are controlled by a door supervisor, and is entitled to impose a premises licence to this effect. Where it is decided that supervision of entrances or machines is appropriate for particular cases, a consideration of whether these supervisors need to be SIA licensed will be necessary. It will not be automatically assumed that they need to be licensed, as the statutory requirements for different types of premises vary.

Listed below are examples of possible areas where a licensing authority may wish to attach conditions to a licence if deemed appropriate:

- Leaflets giving assistance to problem gambling being displayed in prominent areas and discreet areas such as toilets

- The operator having regard to best practice guidance issued on the protection of the interests of vulnerable people
- Positioning of GamCare helpline information positioned on the machine
- A proof of age policy which would be agreed with a relevant responsible authority
- Posters promoting details of the GamCare telephone number and website
- The inclusion of designated chill out areas and areas of non-gambling in the premises.

The licensing authority will not generally impose conditions that limit the use of premises for gambling unless it is deemed to be necessary as a result of the requirement to act in accordance with the Gambling Commission's guidance, any codes of practice issued by the Commission, this Statement or in a way that is reasonably consistent with the licensing objectives.

2.6 (Licensed) Family Entertainment Centres

This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machine areas. Plans of the premises should be provided with an application for an FEC permit.

This licensing authority may consider measures to meet the licensing objectives such as:

- CCTV
- Supervision of entrances/machine areas
- Physical separation of areas
- Location of entry
- Notices/signage
- Specific opening hours
- Self-exclusion schemes
- Provision of information leaflets/helpline numbers for organisations such as GamCare.
- Measures/training for staff on how to deal with suspected truant school children on the premises

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

This licensing authority will, as per the Gambling Commission's guidance, refer to the Commission's website to see any conditions that apply to operator licences covering the way in which the area containing the category C machines should be delineated. This licensing authority will also make itself aware of any mandatory or default conditions on these premises licences, when they have been published.

In exercising their functions in respect of family entertainment centre permits, the licensing authority need not, but may have regard to, the licensing objectives and must have regard to any guidance issued by the Gambling Commission.

Except in exceptional circumstances, the licensing authority will not grant FEC permits in premises licensed for the sale of alcohol under the Licensing Act 2003.

2.7 Casinos

There are currently no casinos operating within the Borough.

The Council has not passed a 'no casino' resolution under Section 166 of the Act, but is aware that it has the power to do so. Should the Council decide in the future to pass such a resolution, it will update this Statement with details of that resolution. Any such decision will be made by the Full Council following considered debate, and the reasons for making the resolution will be given. There is no right of appeal against this resolution.

2.8 Bingo Premises

This licensing authority notes that the Gambling Commission's Guidance states:

"Licensing authorities will need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. This will be a relevant consideration where the operator of an existing bingo premises applies to vary their licence to exclude an area of the existing premises from its ambit and then applies for a new premises licence, or multiple licences, for that or those excluded areas".

This authority also notes the Guidance regarding the unusual circumstances in which the splitting of a pre-existing premises into two adjacent premises might be permitted, and in particular that it is not permissible to locate sixteen category B3 gaming machines in one of the resulting premises, as the gaming machine entitlement for that premises would be exceeded.

Children and young people are allowed into bingo premises; however they are not permitted to participate in the bingo and if category B or C machines are made available for use these must be separated from areas where children and young people are allowed.

2.9 Betting Premises

This licensing authority will, as per the Gambling Commission's Guidance, take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

On machines such as Fixed Odds Betting, the odds should be clearly displayed.

There is no evidence that the operation of betting offices has required door supervisors for the protection of the public. This licensing authority will make a door supervision requirement only if there is clear evidence from the history of trading that the premises cannot be adequately supervised from the counter and that door supervision is both necessary and proportionate.

While the licensing authority has discretion as to the number, nature and circumstances of use of betting machines, there is no evidence that such machines give rise to regulatory concerns. This authority will consider limiting the number of machines where there is clear evidence that such machines have been or are likely to be used in breach of the licensing objectives.

2.10 Adult Gaming Centres

This licensing authority will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to, for example, ensure that under 18 year olds do not have access to the premises.

This licensing authority may consider measures to meet the licensing objectives such as:

- Proof of age schemes
- CCTV
- Supervision of entrances/machine areas
- Physical separation of areas
- Location of entry
- Notices/signage
- Specific opening hours
- Self-exclusion schemes
- Provision of information leaflets/helpline numbers for organisations such as GamCare.

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

2.11 Tracks

There are currently no tracks operating within the Borough.

This licensing authority is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. As per the Gambling Commission's Guidance, this licensing authority will especially consider the impact upon the licensing objective "protection of children and vulnerable persons from being harmed or exploited by gambling" and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

This licensing authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D machines) are provided.

This licensing authority will expect applicants to offer their own measures to meet the licensing objectives, however appropriate measures/licence conditions may cover issues such as:

- Proof of age schemes
- CCTV
- Supervision of entrances/machine areas
- Physical separation of areas
- Location of entry
- Notices/signage

- Specific opening hours
- Self-barring schemes
- Provision of information leaflets/helpline numbers for organisations such as GamCare

This list is not mandatory, nor exhaustive, and is merely indicative of example measures that may be taken.

Gaming machines - Guidance from the Gambling Commission is available as regards where such machines may be located on tracks and any special considerations that should apply in relation, for example, to supervision of the machines and preventing children from playing them. This licensing authority will consider the location of gaming machines at tracks, and applications for track premises licences will need to demonstrate that, where the applicant holds a pool betting operating licence and is going to use his entitlement to four gaming machines, these machines are located in areas from which children are excluded. Children and young persons are not prohibited from playing category D gaming machines on a track.

Betting machines - This licensing authority will, as per the Gambling Commission's Guidance, take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer.

Applications and plans - The Act requires applicants to submit plans of the premises with their application, in order to ensure that the licensing authority has the necessary information to make an informed judgement about whether the premises are fit for gambling. The plan will also be used for the licensing authority to plan future premises inspection activity. Plans for tracks do not need to be in a particular scale, but should be drawn to scale and should be sufficiently detailed to include the information required by regulations.

Some tracks may be situated on agricultural land where the perimeter is not defined by virtue of an outer wall or fence, such as point-to-point racetracks. In such instances, where an entry fee is levied, track premises licence holders may erect temporary structures to restrict access to premises. In the rare cases where the outer perimeter cannot be defined, it is likely that the track in question will not be specifically designed for the frequent holding of sporting events or races. In such cases betting facilities may be better provided through occasional use notices where the boundary premises do not need to be defined.

This authority appreciates that it is sometimes difficult to define the precise location of betting areas on tracks. The precise location of where betting facilities are provided is not required to be shown on track plans, both by virtue of the fact that betting is permitted anywhere on the premises and because of the difficulties associated with pinpointing exact locations for some types of track. Applicants should provide sufficient information that this authority can satisfy itself that the plan indicates the main areas where betting might take place. For racecourses in particular, any betting areas subject to the "five times rule" (commonly known as betting rings) must be indicated on the plan.

2.12 Travelling Fairs

It will fall to this licensing authority to decide whether a travelling fair which offers category D machines and/or equal chance prize gaming without a permit meets the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair.

The licensing authority will also consider whether the applicant falls within the statutory definition of a travelling fair.

The 27-day statutory maximum for the land being used as a fair is per calendar year, and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. This licensing authority will work with its neighbouring authorities to ensure that land which crosses boundaries is monitored so that the statutory limits are not exceeded.

2.13 Provisional Statements

Developers may wish to apply to this authority for provisional statements before entering into a contract to buy or lease property or land to judge whether a development is worth taking forward in light of the need to obtain a premises licence. There is no need for the applicant to hold an operating licence in order to apply for a provisional statement.

The Act provides for a person to make an application to the licensing authority for a provisional statement in respect of premises that he or she:

- expects to be constructed
- expects to be altered, or
- expects to acquire a right to occupy.

The process for considering an application for a provisional statement is the same as that for a premises licence application. The applicant is obliged to give notice of the application in the same way as applying for a licence. Responsible authorities and interested parties may make representations and there are rights of appeal.

In contrast to the premises licence application, the applicant does not have to hold or have applied for an operating licence from the Gambling Commission (except in the case of a track) and they do not have to have a right to occupy the premises in respect of which their provisional application is made.

The holder of a provisional statement may then apply for a premises licence once the premises are constructed, altered or acquired. The licensing authority will be constrained in the matters it can consider when determining the premises licence application, and in terms of representations about premises licence applications that follow the grant of a provisional statement, no further representations from relevant authorities or interested parties can be taken into account unless:

- they concern matters which could not have been addressed at the provisional statement stage, or
- they reflect a change in the applicant's circumstances.

In addition, the authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

- which could not have been raised by objectors at the provisional statement stage
- which in the authority's opinion reflect a change in the operator's circumstances, or
- where the premises has not been constructed in accordance with the plan submitted with the application. This must be a substantial change to the plan and this licensing authority notes that it can discuss any concerns it has with the applicant before making a decision.

2.14 Licensing Reviews

Requests for a review of a premises licence can be made by interested parties or responsible authorities; however, it is for the licensing authority to decide whether the review is to be carried out. This will be on the basis of whether the request for the review is relevant to the matters listed below:

- in accordance with any relevant Code of Practice or Guidance issued by the Gambling Commission
- reasonably consistent with the licensing objectives, and
- in accordance with the licensing authority's statement of principles.

The request for the review will also be subject to the consideration by the authority as to whether the request is frivolous, vexatious, or whether it will not cause this authority to wish to alter/revoke/suspend the licence, or whether it is substantially the same as previous representations or requests for review.

The licensing authority can also initiate a review of a particular premises licence, or a particular class of premises licence on the basis of any reason which it thinks is appropriate.

The purpose of the review will be to determine whether the licensing authority should take any action in relation to the licence. If action is justified, the options open to the licensing authority are:

- add, remove or amend a licence condition imposed by the licensing authority
- exclude a default condition imposed by the Secretary of State (e.g. opening hours) or remove or amend such an exclusion
- suspend the premises licence for a period not exceeding three months, and
- revoke the premises licence.

In determining what action, if any, should be taken following a review, the licensing authority must have regard to the principles set out in section 153 of the Act, as well as any relevant representations.

In particular, the licensing authority may also initiate a review of a premises licence on the grounds that a premises licence holder has not provided facilities for gambling at the premises. This is to prevent people from applying for licences in a speculative manner without intending to use them.

3 PERMITS, TEMPORARY AND OCCASIONAL USE NOTICES

3.1 Unlicensed Family Entertainment Centre Gaming Machine Permits

Where a premises does not hold a premises licence but wishes to provide gaming machines, it may apply to the licensing authority for this permit. It should be noted that the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use.

The Act states that a licensing authority may prepare a statement of principles that they propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission. The Gambling Commission's Guidance for Local Authorities also states: "In their three year Licensing Policy Statement, licensing authorities may include a statement of principles that they propose to apply when exercising their functions in considering applications for permits...licensing authorities will want to give weight to child protection issues".

The Guidance also states: "An application for a permit may be granted only if the licensing authority is satisfied that the premises will be used as an unlicensed FEC, and if the Chief Officer of Police has been consulted on the application". It should be noted that a licensing authority cannot attach conditions to this type of permit.

Statement of Principles - This licensing authority will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however they may include appropriate measures/training for staff as regards suspected truant school children on the premises, measures/training covering how staff would deal with unsupervised very young children being on the premises, or children causing perceived problems on/around the premises. This licensing authority will also expect, as per Gambling Commission Guidance, that applicants demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs; that the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act); and that staff are trained to have a full understanding of the maximum stakes and prizes.

3.2 (Alcohol) Licensed Premises Notifications and Gaming Machine Permits

There is provision in the Act for premises licensed to sell alcohol for consumption on the premises to automatically have two gaming machines, of categories C and/or D. The premises merely need to notify the licensing authority. The licensing authority can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives
- gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with)
- the premises is mainly used for gaming, or
- an offence under the Gambling Act has been committed on the premises

If a premises wishes to have more than two machines, then it needs to apply for a permit and the licensing authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Act, and “such matters as they think relevant.” This licensing authority considers that “such matters” will be decided on a case by case basis, but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff that will monitor that the machines are not being used by those under 18. Notices and signage may also be helpful. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets/helpline numbers for organisations such as GamCare.

It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would most likely need to be applied for and dealt with as an adult gaming centre premises licence.

It should be noted that the licensing authority can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached. It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machines.

3.3 Prize Gaming Permits

The Gambling Act 2005 states that a licensing authority may “prepare a Statement of Principles that they propose to apply in exercising their functions under this Schedule” which “may, in particular, specify matters that the licensing authority proposes to consider in determining the suitability of the applicant for a permit”.

This licensing authority has prepared a Statement of Principles which is that the applicant should set out the types of gaming that he or she is intending to offer and that the applicant should be able to demonstrate that:

- they understand the limits to stakes and prizes that are set out in regulations
- that the gaming offered is within the law, and
- there are policies and steps to be taken to protect children from harm.

In making its decision on an application for this permit, the licensing authority does not need to have regard to the licensing objectives, but must have regard to any Gambling Commission guidance.

It should be noted that there are conditions in the Act with which the permit holder must comply, but that the licensing authority cannot attach conditions. The conditions in the Act are:

- limits on participation fees, as set out in regulations, must be complied with
- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day, the game must be played and completed on the day the chances are allocated and the result of the game must be made public in the premises on the day that it is played

- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize), and
- participation in the gaming must not entitle the player to take part in any other gambling.

3.4 Club Gaming and Club Machines Permits

Members clubs and miners' welfare institutes (but not commercial clubs) may apply for a club gaming permit. The club gaming permit will enable the premises to provide gaming machines, equal chance gaming and games of chance as set out in the regulations.

Members clubs, miner's welfare institutes and commercial clubs may apply for a club machine permit. A club machine permit will enable the premises to provide gaming machines as set out in the regulations.

Gambling Commission Guidance states: "Members clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. The Secretary of State has made regulation and these cover bridge and whist clubs, which replicates the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations."

Before granting the permit, the authority will need to satisfy itself that the premises meets the requirements of a members' club and may grant the permit if the majority of members are over 18.

Licensing authorities may only refuse an application on the grounds that:

- the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied
- the applicant's premises are used wholly or mainly by children and/or young persons
- an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities
- a permit held by the applicant has been cancelled in the previous ten years, or
- an objection has been lodged by the Commission or the Police.

There is also a 'fast-track' procedure available under the Act for premises which hold a club premises certificate under the Licensing Act 2003. As the Gambling Commission's Guidance to Licensing Authorities states: "Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the ground upon which an authority can refuse a permit are reduced."

The grounds on which an application under the process may be refused are:

- that the club is established primarily for gaming, other than gaming prescribed under schedule 12
- that in addition to the prescribed gaming, the applicant provides facilities for other gaming, or

- that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.

There are statutory conditions on club gaming permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of the code of practice about the location and operation of gaming machines.

3.5 Temporary Use Notices

Temporary use notices allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be suitable for a temporary use notice, according to the Gambling Commission, would include hotels, conference centres and sporting venues.

The licensing authority can only grant a temporary use notice to a person or company holding a relevant operating licence, i.e. a non-remote casino operating licence.

The Secretary of State has the power to determine what form of gambling can be authorised by temporary use notices, and at the time of writing this Statement the relevant regulations (SI no 3157: The Gambling Act 2005 (Temporary Use Notices) Regulations 2007) state that temporary use notices can only be used to permit the provision of facilities or equal chance gaming, where the gaming is intended to produce a single winner, which in practice means poker tournaments.

There are a number of statutory limits as regards temporary use notices. The meaning of "premises" in Part 8 of the Act is discussed in Part 7 of the Gambling Commission Guidance to Licensing Authorities. As with "premises", the definition of "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In the Act "premises" is defined as including "any place". In considering whether a place falls within the definition of "a set of premises", the licensing authority needs to look at, amongst other things, the ownership/occupation and control of the premises.

This licensing authority expects to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises, as recommended in the Gambling Commission's Guidance to Licensing Authorities.

3.6 Occasional Use Notices

The licensing authority has very little discretion as regards occasional use notices aside from ensuring that the statutory limit of eight days in a calendar year is not exceeded. This licensing authority will need to consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

4 DECISION-MAKING

4.1 The Licensing Process

The Council's licensing functions under the Act will be carried out by the Licensing and Safety Committee, supported by a number of sub-committees and by officers acting under the delegated authority of the committee.

Where there are no areas of contention, it is considered that many of the functions will be largely administrative. In the interests of efficiency and effectiveness these will, for the most part, be carried out by officers.

Where there are relevant representations in respect of an application the matter will be determined by the Licensing and Safety Committee or one of its sub-committees, as will any application for the review of a licence.

The table shown at Appendix C sets out the agreed delegation of decisions and functions to Licensing and Safety Committee, Sub-Committee and officers. This form of delegation is without prejudice to officers referring an application to a Sub-Committee or full Committee if considered appropriate in the circumstances of any particular case.

4.2 Committee Terms of Reference

A Licensing and Safety Sub-Committee of three Councillors will sit to hear applications where representations have been received from interested parties and responsible authorities. Ward Councillors will not sit on a Sub-Committee involving an application within their ward.

Where a Councillor who is a member of the Licensing and Safety Committee is making or has made representations regarding a licence on behalf of an interested party, in the interests of good governance they will disqualify themselves from any involvement in the decision-making process affecting the licence in question.

The Licensing and Safety Sub-Committee will refer to the Licensing and Safety Committee any matter it is unable to deal with because of the number of its members who are unable to take part in the consideration or discussion of any matter or vote on any question with respect to it.

The Licensing and Safety Committee will refer to the full Council any matter it is unable to deal with because of the number of its members who are unable to take part in the consideration or discussion of any matter or vote on any question with respect to it.

Every determination of a licensing decision by the Licensing and Safety Committee or a Licensing and Safety Sub-Committee shall be accompanied by clear, cogent reasons for the decision. The decision and the reasons for that decision will be sent to the applicant and those who have made relevant representations as soon as practicable. A summary of the decision shall also be posted on the Council's website www.bracknell-forest.gov.uk as soon as possible after the decision has been confirmed, where it will form part of the statutory licensing register required to be kept by the Council.

The Council's licensing officers will deal with all other licensing applications where either no representations have been received, or where representations have been received and it is agreed by the parties that a hearing is not necessary.

Decisions as to whether representations are irrelevant, frivolous or vexatious will be made by Council officers, who will make the decisions on whether representations or applications for licence reviews should be referred to the Licensing and Safety Committee or Sub-Committee. Where representations are rejected, the person making that representation will be given a written reason as to why that is the case. There is no right of appeal against a determination that representations are not admissible.

5 FURTHER INFORMATION

Further information about the Gambling Act 2005, this Statement of Principles or the application process can be obtained from:

Licensing Team
Bracknell Forest Borough Council
Time Square
Market Street
Bracknell
RG12 1JD

Tel: 01344 352000

E-mail: licence.all@bracknell-forest.gov.uk

Website: www.bracknell-forest.gov.uk/environment/env-licensing

Information is also available from:

Gambling Commission
Victoria Square House
Victoria Square
Birmingham
B2 4BP

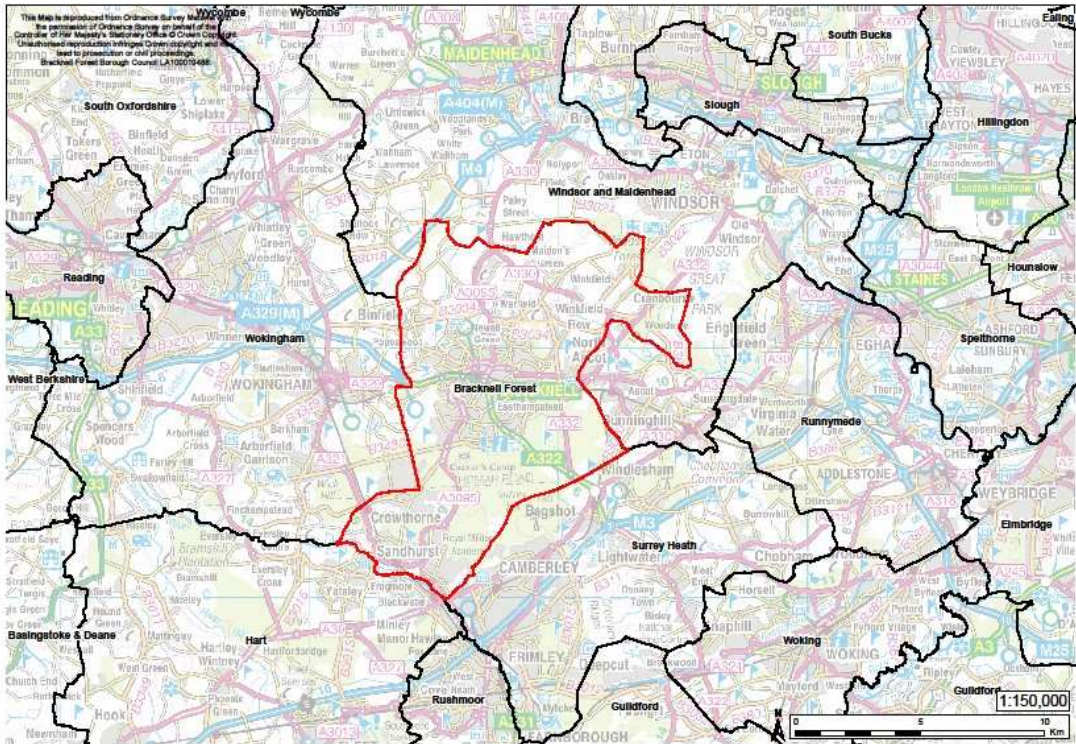
Tel: 0121 230 6500

Website: www.gamblingcommission.gov.uk

List of Consultees

- Association of British Bookmakers
- Association of Licensed Multiple Retailers
- Bracknell Chamber of Commerce
- Bracknell Forest Voluntary Action
- British Amusement Catering Trade Association
- British Institute of Inn Keeping
- British Beer and Pub Association
- Committee of Registered Clubs Association
- Federation of Licensed Victuallers Associations
- Gamblers Anonymous
- GamCare
- Holders of existing gambling licences
- Local community associations
- Members of Bracknell Forest Council
- Minorities Alliance
- National Association of Bookmakers
- National Federation of Community Associations
- Noctis
- Parish and Town Councils
- Premises licence / club premises certificate holders
- Pub & Drug Watch
- Public website
- Safety Advisory Group
- Town Centre Manager
- Thames Valley Police
- The Bingo Association

Map of Bracknell Forest Borough



APPENDIX C

Summary of Licensing Authority Delegations Permitted under the Gambling Act 2005

Matter to be dealt with	Full Council	Sub-Committee of Licensing Committee	Officers
Approval of three year Statement of Principles	X		
Policy not to permit casinos	X		
Fee setting (when appropriate)			X
Application for Premises licences		Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Application for variation to a licence		Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Application for a transfer of a licence		Where representations have been received from the Commission	Where no representations received from the Commission
Application for a provisional statement		Where representations have been received and not withdrawn	Where no representations received/ representations have been withdrawn
Review of a Premises licence		X	
Application for club gaming/club machine permits		Where objections have been made (and not withdrawn)	Where no objections made/objections have been withdrawn
Cancellation of club gaming/club machine permits			X
Applications for other permits			X
Cancellation of licensed Premises gaming machine permits			X
Consideration of temporary use notice			X
Decision to give a counter notice to a temporary use notice		X	

X indicates the lowest level to which decisions can be delegated

Gambling Act Glossary

Adult Gaming Centres	Adult Gaming Centres must have a premises licence from the licensing authority to make category B, C and D gaming machines available to their customers.
Betting Premises	The Act contains a single class of licence for betting premises, which includes track and non-track.
Bingo	Two types of bingo can be offered: Cash bingo - where the stakes paid made up the cash prizes that are won; or Prize bingo - where various forms of prizes are won and are not directly related to the stakes paid.
Casinos	The Act defines casino games as games of chance which are not equal chance gaming.
Customer Lottery	A lottery run by occupiers of a business for the benefit of the customers who buy tickets sold on the premises (e.g. supermarket holding a hamper raffle).
Exempt Lottery	Incidental non-commercial lotteries Private lotteries Customer lotteries Small Society lotteries
Gambling Act 2005	The Act governs the provision of all gambling in Great Britain, other than the National Lottery and spread betting. It received royal assent on 7 April 2005.
Gambling Commission	The Gambling Commission licenses larger gambling operators and provides advice and guidance to operators, stakeholders and licensing authorities. They also have a role in enforcement and ensuring promotion of the licensing objectives.
Gaming Machines	Category of machine and where they can be situated are contained at the end of this glossary.
Incidental Non-Commercial Lottery	Lottery that is run as an additional amusement at non-commercial events with tickets sold only during the event, such as a raffle at a dance or church fair.
Licensed Family Entertainment Centres	The Act creates two classes of family entertainment centres (FEC). Licensed FECs provide category C and D machines and require a premises licence.

Lotteries	A lottery is where persons are required to pay in order to take part in an arrangement, during the course of which one or more prizes are allocated by a process which relies wholly on chance.
Non-track betting	Betting that takes place other than at a race track.
Occasional Use Notices	Section 39 of the Act provides that where there is betting on a track on eight days or less in a calendar year, betting may be permitted by an occasional use notice without the need for a full premises licence.
Private Lottery	Lottery that requires membership of a society, place of work or single residential unit (e.g. raffle at a student hall of residence).
Small Society Lottery	Non-commercial societies if it is established and conducted for charitable purposes; for the purpose of enabling participation in, or of supporting, sport, athletics or a cultural activity; or for any other non-commercial purpose other than private gain.
Temporary Use Notices	These allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises which might be suitable for temporary use notices would include hotels, conference centres and sporting venues.
Track betting	Tracks are sites (including horse racecourses and dog tracks) where races or other sporting events take place. Betting is a major gambling activity on tracks both in the form of pool betting (often known as the "totalisator" or "tote") and also general betting, often known as "fixed-odds" betting.
Travelling Fairs	A travelling fair is one that "wholly or principally" provides amusements and they must be on a site that had been used for fairs for no more than 27 days per calendar year. No permit is required for gaming machines, but they must comply with age restrictions.
Unlicensed Family Entertainment Centres	Unlicensed FECs provide category D machines only and are regulated through FEC gaming machine permits.

Summary of Gaming Machine Categories

Category of Machine	Maximum Stake	Maximum Prize	Minimum Age
A	Unlimited	Unlimited	18
B1	£2	£4,000	18
B2	£100	£500	18
B3A	£1	£500	18
B3	£1	£500	18
B4	£1	£250	18
C	£1	£70	18
D Non-money prize	30p	£8	None
D Non-money prize (crane grab)	£1	£50	None
D Money prize	10p	£5	None
D Combined money and non-money prize	10p	£8 (no more than £5 money)	None
D Combined money and non-money prize (penny falls or coin pusher machine)	10p	£15 (no more than £8 money)	None

Summary of machine provisions by premises

Premises Type	Machine Category						
	A	B1	B2	B3	B4	C	D
Large casino (machine/table ratio of 5-1 up to maximum)		Maximum of 150 machines Any combination of machines in categories B to D (except B3A machines) within the total limit of 150 (subject to machine/table ratio)					
Small casino (machine/table ratio of 2-1 up to maximum)		Maximum of 80 machines Any combination of machines in categories B to D (except B3A machines) within the total limit of 80 (subject to machine/table ratio)					
Betting premises and tracks occupied by pool betting			Maximum of 4 machines categories B2 to D				
Bingo premises				Maximum of 8 machines in category B3 or B4		No limit C or D machines	
Adult gaming centre				Maximum of 4 machines in category B3 or B4		No limit C or D machines	
Family entertainment centre with premises licence						No limit C or D machines	
Family entertainment centre (with permit)							No limit category D machines
Club or miners' welfare institutes with permits					Maximum of 3 machines in categories B3A or B4 to D*		
Qualifying alcohol licensed premises						1 or 2 machines of category C or D automatic upon notification	
Qualifying alcohol licensed premises with gaming machine permit						Number of category C-D machines as specified on permit	
Travelling Fair							No limit on category D machines
	A	B1	B2	B3	B4	C	D

* It should be noted that members' clubs and miners' welfare institutes are entitled to site a total of three machines in category B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial clubs are entitled to a total of three machines in categories B4 to D.

Equality Impact Assessment Record

Date of EIA

9 September 2009

Directorate

Environment, Culture & Communities

Initial Screening Record		Step
		1/2
Activity to be assessed	Statement of Gambling Principles	
What is the activity?	<input checked="" type="checkbox"/> Policy/strategy <input type="checkbox"/> Function/procedure <input type="checkbox"/> Project <input type="checkbox"/> Review <input type="checkbox"/> Service <input type="checkbox"/> Organisational change	
Is it a new or existing activity?	<input type="checkbox"/> New <input checked="" type="checkbox"/> Existing	
Aim / objective / purpose of the activity – who is the activity designed to benefit/target?	<p>The purpose of the activity is to: Review the policy in place in respect of determining applications made under the Gambling Act 2005.</p> <p>The activity is designed for: Preventing gambling from being a source of crime and disorder, ensuring gambling is conducted in a fair and open way and protection of children and other vulnerable persons from being harmed or exploited by gambling.</p>	
Who is responsible for the activity?	The person/section/team responsible for this policy/function is: Full Council approves the Policy	
Did Step 1: Initial Screening indicate that a full EIA was necessary?	<input checked="" type="checkbox"/> Yes – full EIA completed and recorded below. <input type="checkbox"/> No – full EIA not completed therefore record ends here.	
Full EIA Record		
Who are the members of the EIA team?	Head of Trading Standards and Licensing Licensing Team Leader	
What evidence has been found to indicate that the activity might need to be amended? (Include any consultation undertaken)	<p>The present Statement of Gambling Principles was published on 31 January 2007 and therefore must undergo a review and be re-published on or before 30 January 2010.</p> <p>There is no evidence to indicate that the activity might need to be amended. Consultation has taken place between April and September to seek comments on and suggested amendments to the current policy.</p>	3/4
With regard to the equalities themes, which groups might be impacted by the activity? Might any of these groups be impacted adversely ?	Groups Impacted <input type="checkbox"/> Race and ethnicity <input checked="" type="checkbox"/> Disability <input type="checkbox"/> Gender <input checked="" type="checkbox"/> Age <input type="checkbox"/> Sexual Orientation <input type="checkbox"/> Religion or belief	4
	Groups impacted adversely <input type="checkbox"/> Race and ethnicity <input type="checkbox"/> Disability <input type="checkbox"/> Gender <input type="checkbox"/> Age <input type="checkbox"/> Sexual Orientation <input type="checkbox"/> Religion or belief	
What evidence is there to suggest an impact/adverse impact?	<p>Young people and people with learning disabilities or mental health problems may be at higher than normal risk of being harmed or exploited by gambling.</p> <p>This policy aims to ensure that there is no adverse impact.</p>	
On what grounds can impact or adverse impact be justified?	This policy could justify adverse impact against minority groups running gambling premises if the action is taken in order to protect children or vulnerable persons from being harmed or exploited by gambling, which is a requirement of the Gambling Act 2005.	
Is there any current action that addresses issues for any of the groups impacted/adversely impacted?	Licensing will collect and monitor data of minority groups refused licences.	

What changes will you make to the activity reduce or remove any differential/adverse impact?	No changes planned to the current position.	5
Into which action plan/s will these actions be incorporated?	The current actions are contained within written procedures and the relevant service plan.	
Who is responsible for the action plan?	Head of Trading Standards and Licensing Licensing Team Leader	
Have any examples of good practise been identified as part of the EIA?	N/A	6
Has the EIA been published on the Council website?	No	
Who is the relevant Chief Officer and have they signed off the EIA?	Name: Steve Loudoun Signature.....	
Which PMR will this EIA be reported in?	Environment and Public Protection 2nd Quarter 2009/2010	

LICENSING AND SAFETY COMMITTEE 1 OCTOBER 2009

UNMET DEMAND SURVEY [Chief Officer: Environment and Public Protection]

1 PURPOSE OF DECISION

- 1.1 The Committee at its meeting on the 23 April 2009 decided to commission a survey to establish if there is a need to introduce a policy that restricts the number of hackney carriages operating in the Borough.
- 1.2 The report has been completed and is included as Annex 1 to this report. Members are asked to consider the implications of the findings having due regard to the relevant advice by the Department of Transport.

2 RECOMMENDATIONS

- 2.1 That having regard to the findings as set out in the study by Transportation Planning (International) Ltd there is insufficient evidence to conclude that the introduction of a limiting Policy would be in the best interests of the consumer.
- 2.2 That the Officers and Trade representatives consider the other helpful recommendations and how best to take them forward.

3 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

- 3.1 The relevant legal provisions are contained within the main body of the report.

Borough Treasurer

- 3.2 There are no significant financial implications arising from the recommendations in this report.

Equalities Impact Assessment

- 3.3 There are no implications arising from these recommendations.

Strategic Risk Management Issue

- 3.4 None.

4 SUPPORTING INFORMATION

Legal background and Government advice

- 4.1 The law enables a Council to restrict the number of hackney carriages where it is satisfied that there is no significant unmet demand. The position has been reviewed over the years and the latest government advice is that restrictions should not normally be put in place but where they are that they only be retained if there is a strong justification that removal of the restrictions would lead to significant consumer detriment as a result of local conditions.
- 4.4 The Government have retained the discretion Local Authority determination based on local need. However, where there is such a Policy it must be review their policy every three years and make their conclusions available to the public. This is to ensure that decisions on restrictions are based upon strong up-to-date evidence of benefits to consumers locally for their retention and that the decision making process is both transparent and consultative. If restrictions are not shown to be delivering clear benefits to consumers, it is the view of the Government that local authorities should remove them.
- 4.5 Best Practice Guidance and comments issued by the Department of Transport can be summarised as follows:
- Best practice for a Local Authority is not to restrict numbers.
 - Consumers should enjoy the benefits of competition in the taxi market.
 - A restriction policy is detrimental to those seeking entry to a market.
 - Those Authorities who have policies are strongly encouraged to remove restrictions as soon as possible.
 - Restrictions should only remain if there is a strong justification that removal would lead to significant consumer detriment as a result of local conditions.

Current Council Policy

- 4.6 Bracknell Forest does not have a limiting policy. The number of Hackney Carriages licences presently issued is 84. This figure has reduced from 112 in 2001. The number has been relatively stable for the last 3 years at nearly 90 but has seen a drop from 87 since April 2009.

Trade Position

- 4.7 The trade have made representation for a limiting policy (Annex 2). They argue that a limit in numbers is necessary in order to protect the remaining trade. They claim that the policy in relation to accessible taxis has turned would be drivers to the private hire market. The inference being that this has in turn taken trade away from the ranks. At the same time the economic downturn has resulted in a loss of demand and the earnings that can be taken from the ranks has fallen significantly. This in turn makes keeping standards high is challenging. It is claimed that to make a living drivers are having to work up to 80 hours a week as a result. A limiting policy is being proposed in effect in order to protect the current position from further deterioration by preventing further competition and thereby dilution of the already depleted market by having more cars available. It is also suggested that having fewer cars would generate more revenue leading to cheaper fares for the public.

- 4.8 The trade recognise the need for the 3 year survey and that the current position could change when the redevelopment of the Town Centre is effected. At such a time a higher demand for Hackney Carriages is anticipated both during the day and night. The trade request that the issue of new plates be suspended. Effectively they are asking for the number of plates to be limited to the current number ie 84.

Unmet Demand Survey

- 4.9 As agreed a survey was commissioned according to the relevant advice to ensure that it met the criteria and was therefore sound. Transport Planning (International) Ltd were employed to undertake an independent study and their report is attached as Annex 1.
- 4.10 The study had five main objectives as follows;
- To provide a profile of the taxi trade in the borough
 - To consider current demand and any latent demand for taxis, including demand for wheelchair accessible vehicles
 - To explore trade concerns that custom may be reducing
 - To identify if any additional vehicles are required to eliminate any significant unmet demand, and
 - To examine the potential benefits of the use of bus gates and bus lanes by taxis.
- 4.11 The executive summary (pages 1 to 14 cover the key findings from the study. The rest of the document provides the supporting detail. The conclusions can be found in paragraph 13 (page11) and the recommendations follow on page 13. The committee is to hear a short presentation from the Consultancy who produced the report on their findings.

Summary of conclusions

- 4.12 In brief the key ones are as follows
- On the basis of the study there is no unmet **current** demand at present. The overall supply appears adequate (13.1). There is some evidence to indicate **latent** demand in outlying areas and anecdotal evidence to suggest a shortage amongst disabled people. There were no noted use or potential use during the period of survey by disabled people (13.11)
 - There are peak and night time shortages and problems with availability for the disabled (13.3)
 - The response by drivers to the consultation was very low – only 25 out of 315 drivers. Of those 17 thought there was no unmet demand (13.4)
 - There is a suggestion from the public that private hire vehicles were taking trade from the ranks and the street – comment this could be an identity issue where a car can have a dual use (13.5). There was no specific evidence of illegal plying for hire during the survey (13.10)
 - Rank observation times indicated an average wait of 19 minutes for their next customer which is considered longer than would have been expected based on other studies (13.8)
 - Cost is the most frequent reason given for non use (13.9)
 - The concerns raised by the disabled referred to the attitude of the trade who would often fail to respond to their needs (13.12 and 13.13). It is not clear whether the comment applies to Hackney Carriages or private hire vehicles

- The public priorities are for cheaper fares (58.7%), more taxis (16.2%) and better customer care (7.4%)
- A number of other points were raised about ranks along with suggestions of there being shortfalls in provision in some parts of the Borough from a public perspective.

Comment

- 4.13 The report in its recommendations summarised on page 13 of the report, regarding the evidence of unmet demand is not conclusive. The summary reminds the Council of its options. It does this because whilst there was no evidence of significant unmet demand in the Borough there is evidence of latent demand out of the town and amongst wheelchair users. In paragraph 7.27 of page 62, there is also specific comment that effectively indicates that the trade are choosing to target certain areas to the detriment of the service and at the expense of other areas of the Borough. What is not established is the level of true demand in other areas.
- 4.14 The imposition of a limit would protect a business interest but as the report mentions this could deter the development of market opportunities elsewhere. The report in para 7.29 states that "the current policy of not having a limit will tend to favour passengers". The same paragraph talks of other ways to limit numbers such as quality standards. Whilst no details have been given the policy of having wheelchair accessible vehicles is in effect such a toll although not introduced for such a purpose. The evidence confirms a decline in numbers through natural wastage.
- 4.15 The decision facing the Committee is therefore a difficult one as the arguments are finely balanced. The merits either way are contained in the table in report on page 63. What the Committee must be mindful of is whether the evidence shows justification that the imposition of restrictions is in the best interests of the consumer. Whilst the desire of the trade to protect their position is understandable it is difficult to see how continuing to allow a free market economy is not the best policy to follow in light of the evidence.
- 4.16 The other recommendations require more detailed work and some depend upon having the support of the trade to effect. These recommendations should be progressed via the meetings with the Trade and reports brought back to this Committee as appropriate.

Background Papers

1. Committee reports, 2 October 2008, 5 February 2009, 23 April 2009
2. The Regulation of Licensed Taxi and PHV Services in the UK - Office of Fair Trading, November 2003.
3. Government response to Office of Fair Trading Response - Department of Transport, June 2004.
4. Taxi and Private Vehicle Licensing – Best Practice Guidance - Department of Transport October 2006.
5. Evaluating the Impact of the Taxis Market Study - OFT, October 2007

Contact for further information

Steve Loudoun
Chief Officer: .Environment & Public Protection
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Robert Sexton
Head of Trading Standards & Services
01344 352580
Robert.sexton@bracknell-forest.gov.uk

Doc Reference

CO/Cttes&Grps/L&S/2009/UnmetDemandSurvey 1-10-09 (b)

Equality Impact Assessment Record

EIA Guidance

Please ensure that you have read the Council's EIA Guidance booklet, available on Boris, before starting work on your EIA, it should be read in conjunction with this form. If anything is unclear please contact your departmental equality representative listed below. This form is designed to summarise the findings of your EIA. **Please also keep a record of your other discussions in producing the impact assessment.**

Drafting your EIA

The boxes in this form are designed to expand please ensure that you add data, consultation results and other information to back up any assertions that you make. A draft of this record form must be sent to the Councils Equality Officer Abby Thomas and your departmental equality representative(s) (listed below) who will send you comments on it before it is finalised and signed off by your Chief Officer. This step is important to check the quality and consistency of EIAs across the Council.


Departmental Equality Representatives

ECC Jane Eaton	SCL Graham Symonds and Ilona Cowe
CS Abby Thomas	CXO Stephanie Boodhna

Publishing

The Council is legally required to publish this EIA record form on the Councils website. Please send a copy of the final version of the EIA record form to the Councils Equality Officer Abby Thomas to publish.

Date of EIA	9 September 2009	EIA Guidance Page Ref.
Directorate	Environment Culture and Communities	
Part One - Initial Screening Record		
1. Activity to be assessed	Limitation policy for the issue of Hackney Carriage Licences	<u>See</u> <u>Pages</u> 9 - 10
2. What is the activity?	<input checked="" type="checkbox"/> Policy/strategy <input type="checkbox"/> Function/procedure <input type="checkbox"/> Project <input type="checkbox"/> Review <input type="checkbox"/> Service <input type="checkbox"/> Organisational change	
3. Is it a new or existing activity?	<input checked="" type="checkbox"/> New <input type="checkbox"/> Existing	
4. Who are the members of the EIA team?	Robert Sexton	
5. Initial screening assessment. If the answer to either of these questions is 'yes' then it is necessary to go ahead with a full Equality Impact Assessment.	<p>1. Does the activity have the potential to cause adverse impact or discriminate against different groups in the Councils workforce or the community?</p> <p>No. A change in policy or retention of the existing policy would not impact upon specific groups and any effects would be consistent across the community. Data collected on ethnic monitoring presently demonstrates that employment of minority groups within the taxi trade is very significantly greater than the proportion of those groups within the local community</p> <p>2. Does the activity make a positive contribution to equalities?</p> <p>No. The policy in its present form is neutral and any revised form will not change that.</p>	
6. Did Part 1: Initial Screening indicate that a full EIA was	<input type="checkbox"/> Yes – full EIA completed and recorded below.	

further information.		
11. What evidence is there to suggest an impact/adverse impact?	A) Evidence of Impact. Overwrite with the data, information or research that was used in the EIA. Include any evidence if relevant of a positive impact on equalities. B) Evidence of adverse impact. Overwrite with the data, information or research that was used in the EIA	
12. On what grounds can impact or adverse impact be justified?		<u>See Pages 14 -15</u>
13. Have any examples of good practice been identified as part of the EIA?		<u>See Pages 14 -15</u>
14. What actions are you currently undertaking to address issues for any of the groups impacted/adversely impacted?		
15. What actions will you take to reduce or remove any differential/adverse impact? Please also list any other actions you will take to maximise positive impacts.	List the actions that you have planned as a result of the EIA. The action plan should include references to any additional monitoring or research that was identified in the information-gathering part of the process. It should also include references to any information that is still required or was not retrievable at the point of assessment.	<u>See page 16</u>
16. Into which action plan/s will these actions be incorporated?		
17. Who is responsible for the action plan?		
18. Chief Officers signature.	Name STEVE LOUDOUN Signature 	
19. Which PMR will this EIA be reported in?	All completed EIA's must be reported in your departments PMR. Note here the service department and relevant quarter/date of PMR i.e the quarter in which the EIA will be published.	

Response from City of Oxford Licensed Taxicab Association

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BRACKNELL FOREST BOROUGH COUNCIL

TAXI UNMET DEMAND SURVEY

August 2009

**BRACKNELL FOREST BOROUGH COUNCIL
TAXI UNMET DEMAND SURVEY**

EXECUTIVE SUMMARY

August 2009

PREPARED BY:

Transportation Planning (International) Ltd.
Crystal Court
Rocky Lane
Aston
Birmingham
B6 5RH

Tel No: 0121 333 3433
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This Report is for the sole use of Bracknell Forest Borough Council for whom the Report has been undertaken. It may not be reproduced in whole or in part or relied upon by any third party for any use whatsoever without the express written authority of Transportation Planning (International) Limited. Transportation Planning (International) Limited accepts no duty or responsibility (including in negligence) to any party other than to Bracknell Forest Borough Council and disclaims all liability of any nature whatsoever to any such party in respect of this Report.

1. EXECUTIVE SUMMARY

1.1 TPI Ltd has completed a study into the Hackney Carriage market in Bracknell Forest, the main objectives of the study are:

- to provide a profile of the taxi trade in Bracknell Forest
- to consider current demand and any latent demand for taxis, including demand for wheelchair accessible vehicles
- to explore trade concerns that custom may be reducing
- to identify if any additional vehicles are required to eliminate any significant unmet demand
- to examine the potential benefits of the use of bus gates and bus lanes by taxis

1.2 This executive summary is a stand alone document designed to convey the main results and conclusions of the study.

1.3 The study has been based around the following data collection exercises:

- A rank observation programme
- A series of on street interviews
- Consultation with taxi operators, drivers and a wide range of other stakeholders

2. RANK OBSERVATIONS

2.1 The rank observation programme covered a period of 299 hours spread across 9 official hackney carriage ranks considered by the Council to be those currently used by the trade. A further 1/2 hour of observation was undertaken at each of 8 ranks believed to be redundant, to validate their non-usage. The observations were conducted between June and July 2009. The timing of the rank observations was chosen to ensure that they were undertaken during the school term, to provide a mix of weekend and weekday observations and to be representative of a typical week.

2.2 Observations were carried out as detailed in the table below. The hours allocated to each rank were based upon a detailed site visit and discussions between TPI staff and the Client.

2.3 The data has been used to provide four main indicators: -

- **The Balance of Supply and Demand.** This indicates the proportion of the time that the market exhibits excess demand, equilibrium and excess supply;
- **Average Delays and Total Demand.** This indicates the overall level of passenger and Hackney delay and provides estimates of total demand;
- **The Demand Profile.** This provides the key information required to determine the pattern of demand; and
- **The Effective Supply of Vehicles.** This indicates the proportion of the fleet that was off/on the road during the survey.

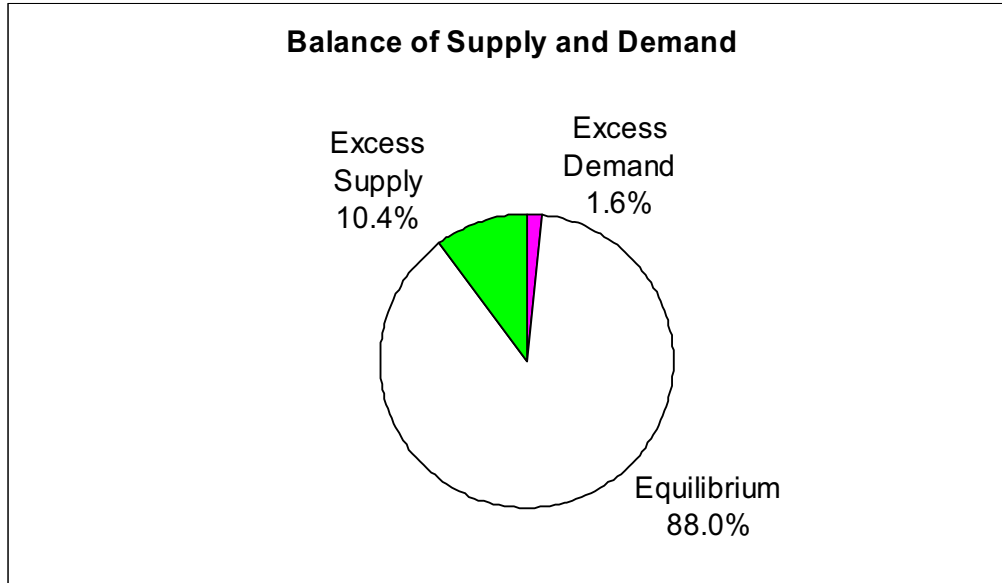
Allocation of Formal Rank Observations

Rank Location	Hours Observed
Train Station	37
Bus Station	34
British Legion	36
Red Lion	36
The Point	36
Dezire Nightclub	12
Police Station	36
Yeovil Road Shopping Parade Car Park	36
Service Road in front of 35-53 Yorktown Road	36
Harmanswater Shopping Centre (Redundant Rank)	0.5
Crown Row (Redundant Rank)	0.5
Cannie Man, Hanworth (Redundant Rank)	0.5
Birch Hill Shopping Centre (Redundant Rank)	0.5
Hilton Hotel (Redundant Rank)	0.5
Wildridings (Redundant Rank)	0.5
Easthampstead, Rectory Row (Redundant Rank)	0.5
Great Hollands Square (Redundant Rank)	0.5
Grand Total	307

Source: TPI

3 THE BALANCE OF SUPPLY AND DEMAND

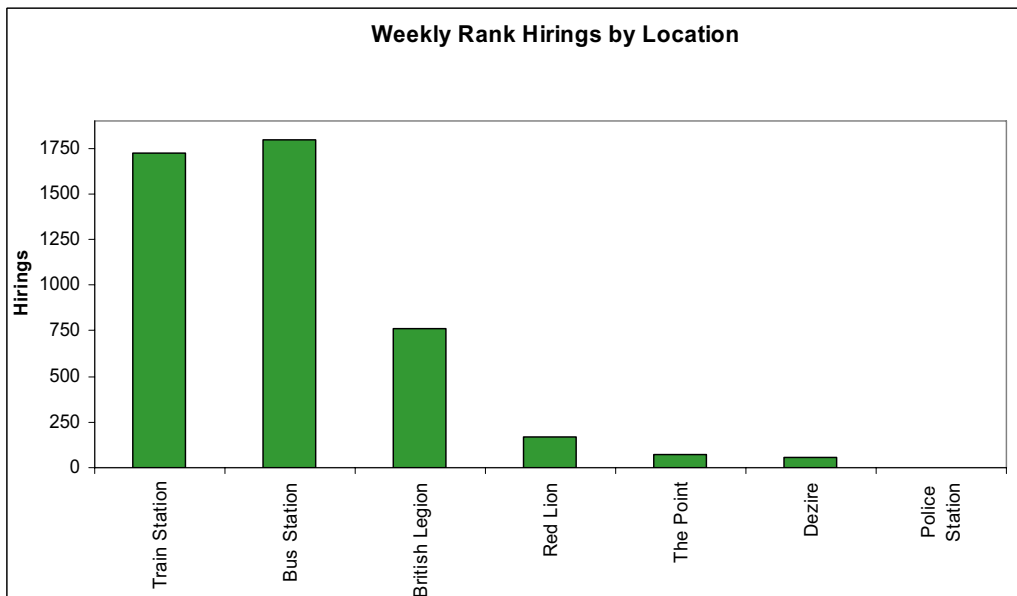
3.1 The rank market was found to exhibit a broad balance between supply and demand during 88% of all hours observed. Excess supply (queues of Hackney Carriages) was observed in 10.4% of hours, while excess demand (queues of people) was observed in only 1.6% of hours. (See figure below)



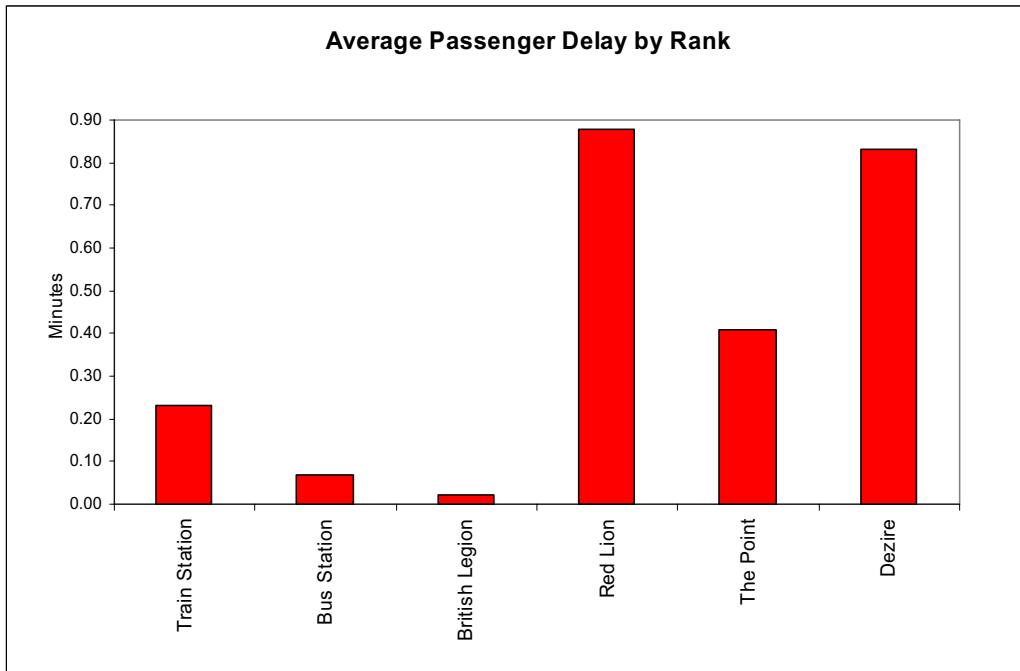
4.

4. AVERAGE DELAYS AND TOTAL DEMAND

4.1 The survey estimates (see figure below) that around 3781 passengers and 4578 taxi departures take place from ranks each week. Ranks which had zero activity have been omitted.



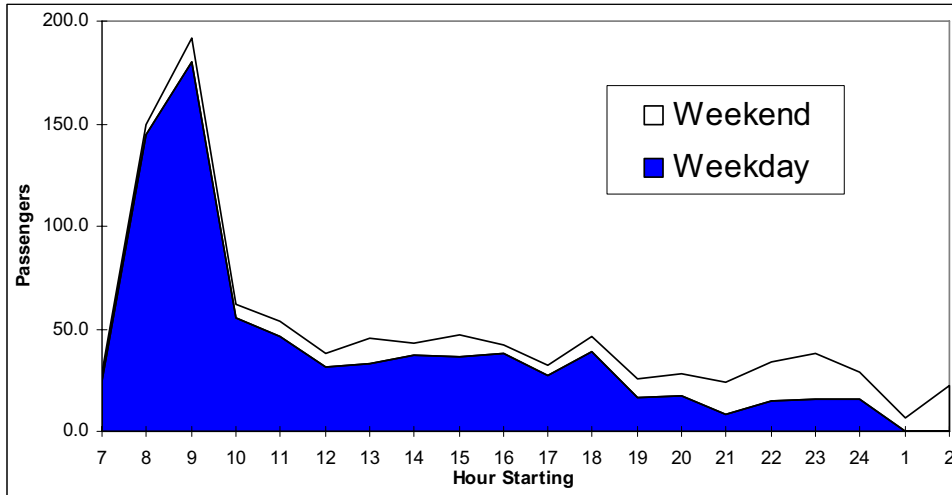
4.2 On average, passengers wait for 0.20 minutes for a taxi. Taxis wait for an average of 19.03 minutes for a passenger or before they move on from the rank. The figure below gives a breakdown of passenger delay by rank; delays of zero have been omitted.



5. THE DEMAND AND DELAY PROFILE

5.1 The figure below illustrates the variation in passenger demand Monday to Saturday by time of day. This shows that, overall demand in Bracknell Forest does not exhibit a high degree of peaking in the evening and late at night.

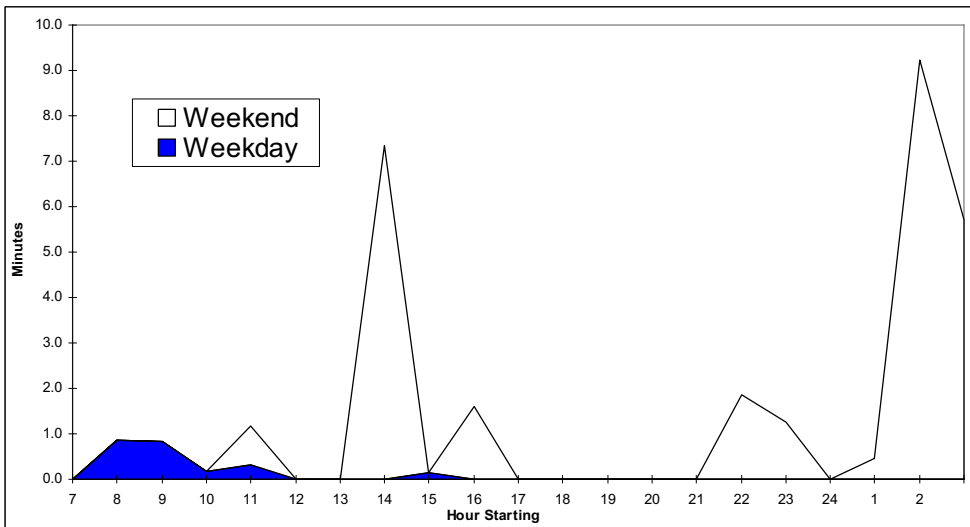
Average Weekly Passenger Demand per Rank (7am-3am) for the Weekly Period 0700 Monday to 0300 Saturday Inclusive



5.2 As such demand is not classed as highly peaked.

5.3 An important part of the assessment of significant unmet demand relates to a comparison of the demand and delay profiles. Passenger delays are illustrated by time of day and period of the week in the figure below.

Average Daily Passenger Delay (7am-3am) for the Weekly Period 0700 Monday to 0300 Saturday Inclusive



6. SIGNIFICANT UNMET DEMAND

6.1 A single indicator of unmet demand can be calculated taking into account the size and incident of passenger delay and the effect of peaks in demand. It is defined as the product of the average passenger delay, the percentage of passengers travelling in hours where the average delay is greater than or equal to one minute and the percentage of excess demand. If peaking demand is present the average delay is factored by 0.5 to allow for the disproportionate effect of late night demand on the overall average delay. That is to say, the four main indicators from the rank observations, as follows:-

1. the average passenger delay across all time periods (APD);
2. the incidence of passenger queues (Excess Demand) during the Monday to Friday daytime period (ED);
3. the proportion of Hackney users travelling in hours where the delay at the rank in question was greater than or equal to one minute (P1); and
4. whether the demand profile is highly peaked (HP).

6.2 Using these indicators a simple Index of Significant Unmet Demand (ISUD) has been developed as follows (where HP = 1 if no peaking and 0.5 if peaking is present)

$$\text{ISUD} = \text{APD} \times \text{ED} \times \text{P1} \times \text{HP}$$

The value of this indicator for Bracknell Forest is 4:

$$\begin{aligned} \text{ISUD} &= \text{APD} \times \text{ED} \times \text{P1} \times \text{HP} \\ &= \mathbf{0.20 \times 4.5 \times 4.7 \times 1 = 4} \end{aligned}$$

6.3 At the time the method was devised, those authorities where previous studies had resulted in a conclusion of significant unmet demand had produced values of 90, 162, 196, 275, 282, 408 and 972. At that time, the highest value obtained for a study where a conclusion of no significant unmet demand had been reached was 71. This suggests a threshold value of around 80 to use as a benchmark. The value of the indicator for Bracknell Forest Borough is 4 which results in a conclusion of there being no significant unmet demand in the rank based taxi market.

7. POPULATION PER HACKNEY IN BRACKNELL FOREST

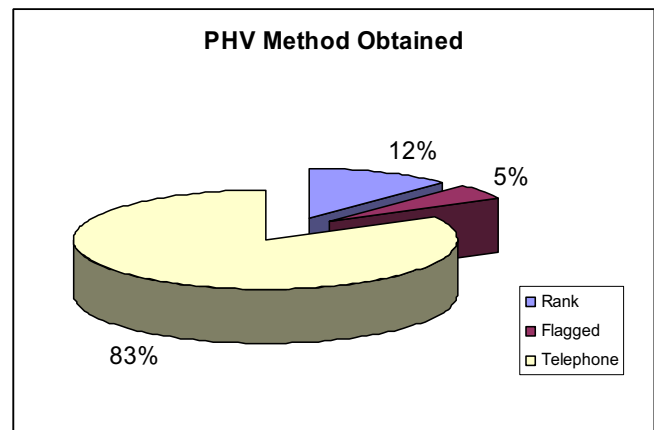
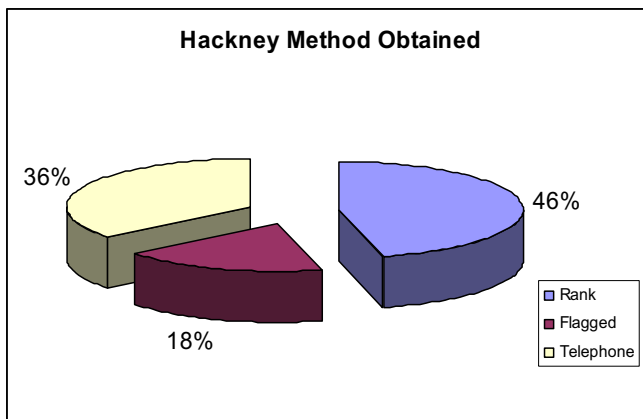
- 7.1 The population supplied by each (of the 83) Hackneys in Bracknell Forest is 1,320, compared to the average of 1,699 for the 100 other districts cited. If Bracknell Forest conformed to the average, there would only be 66 Hackneys. If Bracknell Forest equalled the densest provision there would be 457 Hackneys. If Bracknell Forest equalled the least provision there would only be 20 Hackneys.
- 7.2 All other indicators also demonstrate Bracknell Forest in a better than average position compared to the average for other licensing authorities, except in terms of the delay experienced by Hackneys waiting for a passenger, which for Bracknell is just under 7 minutes above the average.

8. EFFECTIVE SUPPLY OF HACKNEYS

- 8.1 Observers were required to record the Hackney Carriage licence plate number of vehicles departing from ranks. In this way it is possible to ascertain the proportion of the fleet operating during the survey period. Of the 82 Hackney vehicle licences issued at the time of the rank observation survey, 80 (98%) were observed at least once at the official ranks. This implies that the Hackney Trade was operating at more or less full strength during the period covered by the observations.

9. MARKET RESEARCH

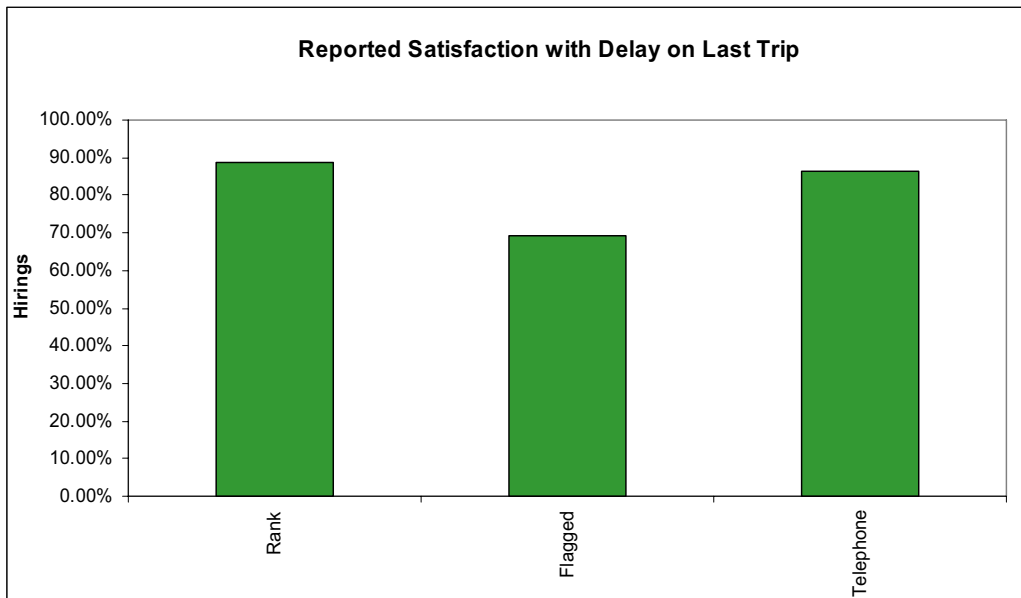
- 9.1 A public attitude survey was undertaken in key town centre locations across Bracknell Forest to assess Hackney Carriage and PHV use, flag down and telephone delays, and levels of satisfaction. The survey also provided information on the views of users and non-users throughout different parts of Bracknell Forest. A total of 411 valid surveys were obtained.



- 9.2 There were 156 (42%) respondents who used a Hackney for their most recent taxi trip and 215 (58%) who had used a PHV. Of the former, 46% obtained the hackney from a rank and 36% booked it by telephone. There was also a significant proportion (18%) that hailed the hackney in the street. Amongst the PHV users 83% said they booked by telephone. However, there were also 12% who said they obtained the PHV from a rank and 5% who said they had flagged it down in the street, despite having identified or being advised that this was not legal.

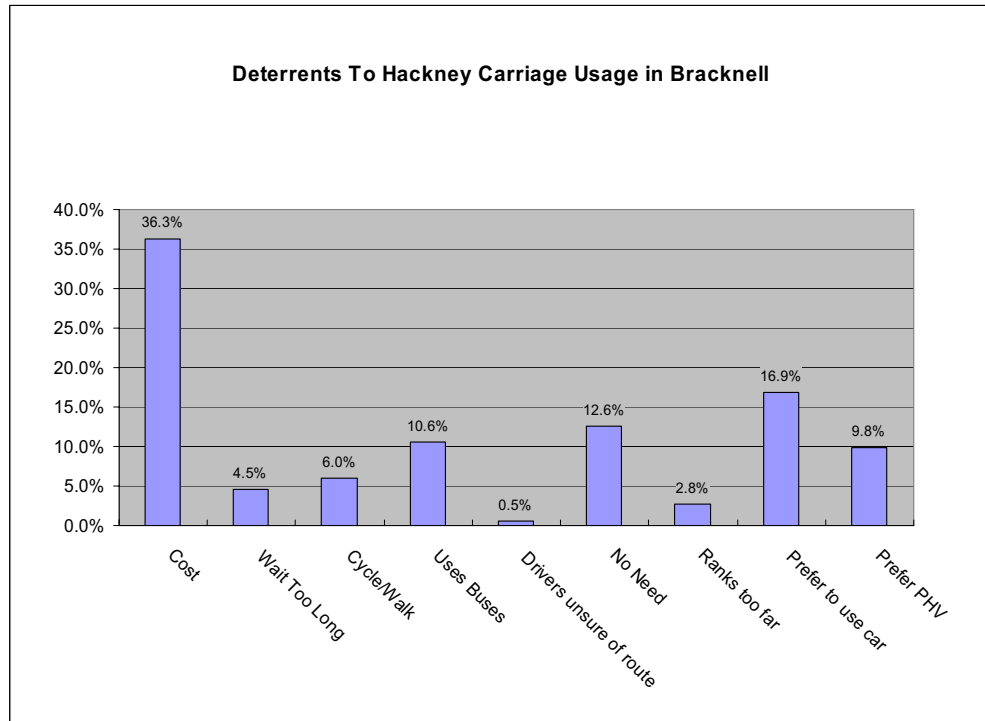
Measure	Average	Minimum	Maximum
Time to walk to Rank	4mins 32secs	<1	20
Rank Wait	3mins 03secs	<1	25
Flag down Wait	7mins 32secs	1	30
Number of Hackneys Flagged Down	1.37	1	3
Immediate Booking Wait	10mins 16secs	<1	30
Number of Hackney Operators Telephoned	1.18	<1	3
Pre-Booked Hackney Carriage Arrival	3mins 45secs	<1	15

- 9.3 Hackney users who booked by telephone found that 90% of the time they were able to obtain a booking with the first operator they contacted with an average delay of 10 minutes 16 seconds for the taxi to arrive amongst those who wished to travel straight away.
- 9.4 The average delay for pre-booked PHV telephone bookings was said to be 5 minutes, while respondents waited on average 12 minutes for a PHV to arrive when they telephoned for an immediate booking. In the case of the latter passengers were able to obtain a booking with first operator they contacted 84.4% of the time.



10. DETERRENTS TO HACKNEY CARRIAGE USE

10.1 To determine overall opinions toward the use of Hackneys, all respondents were asked to identify the principal factors which limit their use of these. Of the 397 valid responses, results suggested the main limitation was cost (36.3% of responses). Other significant deterrents were the respondents' preference to use a car (16.9%) and using buses (10.6%). There were 9.8% of respondents that stated a preference for using PHVs and 12.6% of respondents that said they had no need to use a Hackney.



11. POTENTIAL FOR IMPROVEMENT

- 11.1 The survey asked respondents what improvements they would like to see to Hackney Carriage services in Bracknell Forest. The suggestions made are summarised below.

Suggested Improvements to Hackney carriage services (Multiple Responses Allowed)

Improvement	Frequency	% of responses to question
cheaper fares	246	58.7
more taxis	68	16.2
better customer care	31	7.4
more ranks	24	5.7
newer or low emission vehicles	14	3.3
standardised vehicles	14	3.3
better security	8	1.9
more luggage space	8	1.9
better disabled access	6	1.4
Total	419	100

Source: TPI

- 11.2 The most often cited improvement was cheaper fares (58.7%). Other significant suggestions for improvement were more taxis (16.2%) and better customer care (7.4%).

12. CONSULTATION

12.1 Both written, telephone and face-to-face consultation was sought with a wide range of individuals and organisations from around the Bracknell Forest area. Responses to this were obtained from: -

- Town Centre Manager
- BFBC Adult Care, Older Peoples Service
- Broadmoor Hospital
- Bracknell Forest Stroke Club
- Shopmobility
- Individual Wheelchair User
- BFBC Transport Development Officer
- School Provision and Transport, Bracknell Forest Council
- Manager, Dezire Nightclub
- Head Receptionist, Waitrose Supermarkets Headquarters, Bracknell Forest
- Deputy Manager, Sainsburys, Bracknell Forest
- Bracknell Access Advisory Panel
- Various disabled and socially excluded individuals

12.2 Consultation was also undertaken with the Hackney and PHV forum, 4 of the main taxi operators and 25 taxi drivers. All drivers were provided with the opportunity to respond to consultation.

12.3 Many other stakeholders contacted chose not to respond to the consultation suggesting that in general they are satisfied with the current arrangements for taxi provision in the Borough.

13. CONCLUSIONS

Current Demand

- 13.1 On the basis of the analyses conducted we conclude that the weight of evidence suggests significant unmet demand for taxis in general and hackney carriages, in particular, does not exist at this time in Bracknell Forest. With 1,337 residents per hackney, the overall supply appears adequate. This compares with a mean of 1,669 residents per hackney across 100 previous studies undertaken by TPI.
- 13.2 A value of 4 for the indicator of significant unmet demand for the rank based market for hackney carriages is clearly well below the threshold of 70 to 90, above which unmet demand is considered to exist. A conclusion of no unmet demand is also supported by the majority of those responding to the on street survey being satisfied with the delay in obtaining a taxi from a rank (88.9%) and by telephone (86.4%). Those satisfied with the delay when hailing a hackney in the street was lower at 69.2% but still over two thirds of all respondents. Similarly the majority (67%) regarded the availability of hackneys as being good or very good and only 4.6% believed availability was below average.
- 13.3 Only 11.4% of the members of the public responding to the on street survey said they had experienced problems obtaining a taxi when they needed one. However, there were some concerns raised by others consulted that they could encounter difficulties obtaining a taxi at peak times, such as the times when taxis are contracted to undertake school contracts or during the rush hour. This was also the experience for between 20% and 25% of disabled and socially excluded people consulted. Obtaining a taxi at night was also said to be a problem for a similar proportion of this group of the population.
- 13.4 It is notable that while all 315 taxi drivers were given the opportunity and encouraged to respond to consultation, only 25 responses were received. Of these all but 2 drivers felt that the supply of hackneys was adequate and all but 1 that PHV supply was adequate. Asked specifically if they were aware of unmet demand for taxis 17 drivers said they were not and only 2 that they were. Neither of the latter drivers expanded on their answer to indicate what these unmet demands were.

Demand Profile

- 13.5 The overall profile for taxi use in the Borough appears fairly similar to that found nationally. Amongst the members of the public consulted through the on street survey 46.2% obtained a hackney from a rank and 35.9% booked it by telephone. There was also a significant proportion (17.9%) that hailed a hackney in the street. Amongst PHV users 82.8% said they booked by telephone. However, there were also 12.1% who said they obtained the PHV from a rank and 5.1% who said they had flagged a PHV down in the street, despite having identified themselves or being advised that this was not legal.
- 13.6 Written responses from taxi drivers suggest a slightly different profile with a greater proportion of hackney journeys said to originate from ranks and for PHVs from telephone bookings. Only a small proportion of the demand for hackney drivers was said to arise from telephone bookings and even less from contracts or being hailed in the street. For PHV drivers the only other source of demand was said to be contract work.
- 13.7 Overall there are an estimated 3,781 passenger departures per week from ranks and 4,578 hackney cab departures. The busiest ranks with respect to passenger departures are the rail station, the bus station and the British Legion. Other ranks operate at levels significantly lower than these and there are a number of ranks at which no demand or hackneys at all were observed, including all ranks based outside of Bracknell town centre. Peaks in demand are limited but where they occur relate closely to the times people suggested they had most problems obtaining a taxi.
- 13.8 The majority of on street survey respondents stated that they waited less than 5 minutes for a taxi at a rank and across all respondents the average waiting time reported was 3 minutes. However, rank observations identified the average, actual, waiting time as only 0.2

minutes. The Rank observations also identified the average time a hackney waited for a passenger as 19 minutes, rather longer than the average across 100 previous studies undertaken by TPI.

- 13.9 Cost (36%) was the most frequent reason stated for not using hackneys more often, with a further 16% stating that it was because they have a car available.
- 13.10 There was no specific evidence from observations that illegal plying for hire was taking place at ranks. However, there were some PHVs (8% of all taxis observed) observed dropping off and picking up passengers at ranks. The on street survey also identified some members of the public that said they had obtained PHVs at ranks and by hailing them in the street (see 13.5 above).

Latent Demand

- 13.11 The weight of evidence indicates there is no significant unmet demand, however, there is some evidence that latent demand may exist both in outlying areas and amongst disabled people, especially wheelchair users. In the case of the former this was raised in relation to Sandhurst and Crowthorne by disabled people attending the Bracknell Access Advisory Panel. A number of those responding to a question in the on street survey about where a new rank was needed also mentioned out of town locations, with Sandhurst (4) and outside town (4) each receiving the greatest number of responses. However, when the existing ranks at these locations were observed there was no evidence that they were being used by either hackneys or potential passengers.
- 13.12 Most of the individual wheelchair users or their representatives consulted had experienced difficulties getting taxis to respond to their needs and some thought drivers would often offer excuses rather than respond. This was also supported by one of the operators consulted. Other trade representatives suggested that demand from this group of the population was small and that requiring hackneys to be wheelchair accessible had caused them to introduce vehicles that were less well suited to other aspects of the taxi market. No wheelchair user was identified amongst the passengers waiting at ranks during the rank observations.
- 13.13 Disabled people consulted thought driver training was needed in particular in terms of disability awareness, passenger handling and awareness of the market. Information was also sought on those operators that were considered to be responsive, had received training and who had demonstrated good practice when serving disabled people.

Quality Considerations

- 13.14 A number of other quality considerations were raised by those consulted, as follows:
- 13.15 Alongside cheaper fares (58.7%) and more taxis (16.2%) there were 7.4% of the general public in the on street survey that sought better customer care. Amongst disabled people and those who are socially excluded more accessible vehicles, safer clamping of wheelchairs and use of satellite navigation were sought by 16% of respondents.
- 13.16 A need for improved knowledge of the area and improved language skills was identified by both some drivers and others consulted.
- 13.17 Drivers would welcome access to bus gates in the town, especially the Great Hollands bus gate leading to the Southern Industrial Estate.
- 13.18 New ranks were sought by drivers outside Angels Night Club and possibly by the Admiral Cunningham. There were also nearly 10% of the general public that sought new ranks across a range of different locations with the most common suggestions being in Sandhurst and outside the town.
- 13.19 The rank audit highlighted some shortcomings at ranks in terms of a lack of information or contact numbers to use if there was no hackney present, a lack of shelter for passengers and some access difficulties for wheelchair users.

Recommendations

- Based on our analyses, Bracknell Forest Council has the discretion to either:
 - i) Impose a limit at the current level of 82 Hackney licences;
 - ii) Impose a limit at a higher (or lower) level;
 - iii) Continue to issue that number of Hackney Carriage licences as it sees fit.
- It is recommended that if any change to the current licensing policy is proposed this should be reviewed in the light of any new DfT guidance to licensing authorities, expected to be published towards the end of 2009.
- It is recommended that opportunities to provide new ranks at the Angels Nightclub and in Sandhurst and improvements to facilities at existing ranks (improved information or contact numbers at ranks to use if no hackney is present, shelter for passengers and improved access for wheelchair users) as highlighted by the rank audit are explored.
- It is recommended that efforts should be made to encourage operators and drivers to address areas of potential latent demand by operating at peak times, serving more of the existing ranks, serving areas outside of Bracknell town centre and being more responsive to the demands of wheelchair users.
- To address service accessibility, service quality and standards of customer care issues identified, consideration should be given to:

In the short term

- encouraging drivers to seek training in understanding the market opportunities offered by disabled people, passenger handling, disability awareness, customer care, knowledge and where appropriate language skills
- providing information on the difference between Hackneys and PHVs and promoting the use of legitimate vehicles
- ongoing monitoring of the outcomes of the above through customer surveys and random use of mystery passengers

In the longer term

- consideration of a more comprehensive quality taxi partnership (QTP) approach to increase liaison between licensing authority, police, other stakeholders and operators, provide a framework for bringing about mutually beneficial improvements across the taxi sector and a quality mark to participating operators, as has been found to be effective in other authorities.
- the framework provided by a QTP could also be useful for facilitating discussion on how best to optimise supply to address peaks in demand, delays, congestion issues at ranks, environmental issues, markets available and the formation of standard frameworks for taxi commissioning, etc.

- The licensing authority should encourage operators and drivers to promote their services on a collective basis.
- The licensing authority should seek to collate information on which operators and drivers operate wheelchair accessible vehicle/s, using drivers trained in the care of disabled people and are responsive to their needs and publish this as part of a guide to accessible taxis.
- The licensing authority should consider how it might assist those put off using taxis by the cost, perhaps by improving opportunities for taxi sharing or encouraging users to negotiate over the fare proposed.
- The licensing authority should consider the request of hackney operators and drivers for access to bus gates, especially the Great Hollands bus gate.
- Future Transport Strategies and policy documents should take account of this report.

BRACKNELL FOREST BOROUGH COUNCIL

TAXI UNMET DEMAND SURVEY

FINAL REPORT

August 2009

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1.0 CONTEXT OF THE STUDY

The licensing framework

- 1.1 Hackney Carriages can ply for hire in the street, at ranks or stands and may take bookings over the telephone. Private Hire Vehicles (PHVs) must be pre-booked through a private hire operator and cannot be hailed in the street or from a rank. The phrase taxi where used in this report refers to both Hackney Carriage and Private Hire Vehicles. In some places the term cab is substituted for Hackney Carriage.
- 1.2 Taxi operating structures can often include:
- Independent (often sole trader) owner drivers who only operate for between 8 and 12 hours a day, at times and on days of their choosing;
 - 'Independents' who share their vehicle with one or occasionally more other licensed drivers, who do not have a vehicle of their own, meaning the one vehicle can be available up to 24 hours a day, 7 days a week;
 - Radio circuits, taking bookings up to 24 hours a day, which they pass on to self employed drivers that sign up to the circuit or sometimes drivers that join as a shareholder, where the circuit operates as a co-operative. The times drivers operate relate to the demands on the circuit. It's also possible that some drivers are members of more than 1 radio circuit;
 - Limited companies operating either Hackney Carriage, PHV based services or both using their own vehicles and employing drivers to operate them on their behalf, for between 16 and 24 hours a day.
- 1.3 Bracknell Forest Borough Council (BFBC) is the licensing authority for Hackney Carriage and private hire operators, drivers and vehicles within their area. They are able to specify the standards they require (over and above the legal minimum) for operators, drivers and vehicles, set Hackney carriage fares and in certain circumstances, can choose to regulate the number of Hackney Carriage licences they issue. There are just over two thirds of licensing authorities in England that do not regulate Hackney licences and just under a third that do. BFBC are currently one of the authorities that choose not to limit the Hackney licences they make available.
- 1.4 Current guidance to licensing authorities was issued by the Department for Transport (DfT) in 2006 (see Appendix 1). This highlights that DfT regard not imposing quantity restrictions on licences as good practice. However, it also states that the grant of a taxi licence may be refused, for the purpose of limiting the number of licensed hackneys available if the licensing authority is satisfied that there is no significant demand for the services of hackney carriages within the area to which the licence would apply, which is unmet. Their position was first outlined in guidance issued in 2004 following a report in 2003 by the Office of Fair Trading (OFT) that looked at the impacts of the regulatory framework on Hackney Carriage and PHV services in the UK and recommended deregulation of the Hackney sector for its consumer benefits.
- 1.5 The current DfT guidance does not seek to cover the whole range of possible licensing requirements. Instead it concentrates on those issues that have caused difficulty in the past or that are considered of particular significance. In relation to unmet demand it specifies the need for both quantitative and qualitative analysis to be undertaken, ahead of considering any significant change in licensing rules. The

DfT has indicated their intention to publish revised guidance in late 2009 and to this end has recently issued a consultation document. This document highlights the changes to the current guidance DfT is proposing. There are no changes proposed to guidance on quantity restrictions or how unmet demand is measured.

- 1.6 The consultation follows a further OFT report, published in 2007, that looked at the impact of their 2003 study and suggested that it had led to an increase in those authorities that had deregulated. It noted that in these circumstances additional Hackneys normally arise from PHV operators/drivers transferring to Hackney operation, meaning the overall size of the taxi fleet often remains the same. It also found that where fare controls are maintained, alongside deregulation, costs to the passenger also increase. To address this and any excess entry that results from deregulation, OFT suggest fares should be set as a maximum, rather than a fixed rate and passengers should be encouraged to negotiate.

Accessibility

- 1.7 The Disability Discrimination Act (DDA) 2005 amended the DDA 1995 to enable the Government to lift the exemption for public transport services, including taxis and PHVs. The regulations came into force on 4 December 2006 and since then licensing authorities and taxi operators are required to review any practices, policies and procedures that make it impossible or unreasonably difficult for a disabled person to use such services. However, the amendment allowed for the exemption on vehicles to be lifted for different services, at different times and to different extents.

DDA, Part 5 – Access to Vehicles

- 1.8 The DfT recently consulted on proposals to require vehicles used as taxis to be accessible to disabled people. In the consultation they suggested Hackneys could be divided into two types; accessible vehicles, suitable for carrying most disabled people, including people that travelled in a 'standard' wheelchair and fully accessible vehicles suitable for carrying any disabled person, including those using scooters, electric and other large or non standard wheelchairs. They also noted that a vehicle suitable for the latter category was not currently available in the UK. In the case of PHVs they suggested regulation was less likely citing the need for saloon style vehicles to be available to some disabled and older people, especially for door to door transport usually arranged by telephone booking. The result of this consultation is not expected to be published until 2010.
- 1.9 Currently, licensing authorities are encouraged to introduce taxi accessibility policies for their areas. The Department's letter to local licensing authorities of 9 September 2002, the relevant part of which was repeated in the letter of 16 June 2004, gave more detailed guidance. Specifically, that there was recognition that in the less densely populated areas a requirement for an entirely wheelchair accessible Hackney fleet could impact on the marginal economics of operation. However, it was considered that this should not be the case in the major urban areas and these could therefore be expected to seek to achieve this overtime. As a result in October 2003 the Department indicated a phased introduction over 10 years starting with a phase 1 list of named urban areas. Bracknell Forest is not included on this list. The Department's guidance emphasises that it is important that a disabled person should be able to hire a taxi on the spot with the minimum delay or inconvenience, and having accessible Hackneys available helps make that possible. However, for PHVs, it is considered that it may be more appropriate for a local authority to licence any type of saloon car, noting that some PHV operators offer accessible vehicles in their fleet.

- 1.10 In March 2007 the standing conference of European Ministers of Transport (ECMT) issued guidance suggesting that there may be a case for considering a mixed fleet of: Type One: Wheelchair Accessible Taxis: accessible vehicles capable of carrying the majority, but not all, passengers who travel in their wheelchair as well as people with other disabilities; and Type Two: Standard Accessible Taxis: vehicles with features designed to make use by disabled people easier, but which would only be able to carry a wheelchair user who can transfer to a seat. They recommended that fleets used for regular services should be composed of a combination of these two types of vehicle and that the proportion of each type is likely to vary from place to place. This was followed in November 2007 by a note issued by the DfT's Mobility and Inclusion Unit (now defunct), which also appeared to support this approach. Current DfT guidance on what is required to make a taxi accessible is included in Appendix 2.

DDA Part 3 – Access to services

- 1.11 Part 3 of the Disability Discrimination Act places a legal duty on all service providers in Britain to make 'reasonable adjustments' to ensure that people are not prevented from using their services because they have a disability. It does not matter whether the services in question are being provided by a sole operator, firm, company or other organisation, or whether the person involved in providing the services is self-employed or an employee, volunteer, contractor or agent. When deciding whether an adjustment is reasonable, service providers can consider issues such as the cost of the adjustment, the practicality of making it, health and safety factors, the size of the organisation, and whether it will achieve the desired effect. All transport providers and authorities have duties, for example, in relation to timetables, websites and infrastructure. Operators are obliged to make reasonable adjustments in the way they deliver their services to remove any barriers for disabled passengers, depending on the type of vehicles and the services they offer to the public. Public authorities have an additional duty to actively promote equality (rather than simply avoid discrimination).
- 1.12 The duty is 'anticipatory'; i.e. transport providers should expect that people with accessibility problems, such as disabled people, will be using their vehicles. They should consider what adjustments might be needed and put the necessary arrangements in place without waiting to be asked. However, they are not required to take any steps which would fundamentally alter the nature of their service, operation, trade, profession or business or where a change may compromise someone's health or safety. Part 3 of the Disability Discrimination Act requires transport providers to take reasonable steps to:
- Change a policy, practice or procedure which makes it impossible or very difficult for a disabled person to get on or off a vehicle, or to use any services on the vehicle (for example, a buffet car),
 - Provide extra help or information to a disabled person so that they can get on, travel on and get off a vehicle or use any services on the vehicle.

Guide Dogs

- 1.13 In addition, since 31 March 2001 licensed taxi drivers in England and Wales have had a duty under s.37 of the Disability Discrimination Act 1995 to carry guide, hearing and other prescribed assistance dogs in their taxis, without additional charge. Drivers who have a medical condition that is aggravated by exposure to dogs may apply to their licensing authority for exemption from the duty on medical grounds. Any other

driver who fails to comply with the duty is guilty of a criminal offence and liable, on summary conviction, to a fine of up to £1,000. Similar duties covering PHV operators and drivers came into force on the 31st March 2004. Enforcement of the duties is the responsibility of local licensing authorities.

Guidance and Training

- 1.14 The Equality and Human Rights Commission (formerly the Disability Rights Commission) has produced a Code of Practice to explain the DDA Part 3 duties for the transport industry in detail. The duties under Part 3 demand new skills and the government have worked with GoSkills to develop NVQ training for the taxi and PHV industries. There is also the Taxi Driver licence available as developed by the Driving Standards Agency and some licensing authorities have encouraged drivers to undertake Passenger Assistance Training Scheme (PATS), developed by the Community Transport Association.
- 1.15 The consultation on DfT guidance to licensing authorities issued in May 2009 suggested there are likely to be changes to its guidance on accessibility, as a result of its recent accessibility consultation exercise. However what these changes might be are not specified.

The Taxi Market

- 1.16 The OfT research shows that on average in England and Wales people make 12 trips by taxi per year, and that this is one of the fastest growing transport sectors in UK in recent years. Considerable research has been done both at the local and national level, and it is understood that the level of Hackney Carriage and PHV use is inversely related to income with those on low income making most trips. For example, the disabled make 67% more trips than average and households without a car make on average 30 trips p.a. compared to only 9 taxi trips for those with a car.
- 1.17 Use of taxis is concentrated around the morning peak and late evenings, with 21% of all trips being made on Saturdays. Nationally, almost a third of taxi trips are made from a rank, the majority are pre booked.
- 1.18 Markets typically targeted by Hackneys include:
- Public, private and unofficial ranks;
 - Flag down/on-street;
 - Contract work for statutory authorities such as for education authorities or social services;
 - Commercial contract work;
 - One off/occasional private hire for individuals or organisations;
 - Evening leisure;
 - Daytime shopping/social/business;
 - Tourism
 - Various combinations of the above that 'fit together' in time
- 1.19 In some areas almost all of the trade may focus on one particular aspect of the market at the same time (i.e. school contracts) causing there to be unmet demands in other parts of the market at that time.
- 1.20 The market for taxis – both Private Hire Vehicles and Hackneys is therefore influenced by many factors – both on the demand and the supply side. Demand for example is influenced by the overall population, the extent of car ownership,

availability of other transport including public, community and private transport, levels of mobility impairment and disability. Seasonality, the extent and hours of the night time economy will affect demand. The market will also be influenced by the supply of Hackney and PHVs, in terms of the quality, affordability and quantity of provision – both perceived and actual.

- 1.21 It is therefore essential that any unmet demand, identified by surveys and consultation, is considered in the light of the capacity of both Hackney and PHV provision for the area. While it should not be the focus of the study, there is also a need to consider unmet demand in the wider context of demand for passenger transport in general and the optimum mix of all modes (bus, rail, community transport, etc and Hackney/PHV) required to respond to this. Vehicle counts alone are not adequate as there is a need to recognise that operations are structured in different ways and this has an impact on the times vehicles are available and which aspects of the market they are targeted towards.

Significant Unmet Demand for Hackneys

- 1.22 Over the last twenty years the need to monitor demand conditions has led to the commissioning of research into the performance of markets by many authorities. Where authorities choose to restrict the number of hackney licences they issue as a result of this research they are required to publish and justify their reasons for restricting the number of licences issued. Each authority maintaining quantity restrictions is also expected to review their local case for such restrictions at least every three years.

- 1.23 In effect, restrictions should only be put in place where there are particular local conditions thought to warrant this, there is demonstrably clear benefit for the consumer, and councils can publicly justify their reasons for the restriction and how decisions on numbers have been reached. Based on their research Councils can therefore choose to:

- Issue a licence to any applicant meeting their local application criteria;
- Grant at least such number of licences as they consider necessary to ensure there is no significant unmet demand; or
- Refuse to grant additional licences; provided they are satisfied there is no significant unmet demand.

- 1.24 The Court of Appeal has provided an indication of the way in which an authority should interpret whether there is unmet demand. In the case of *R v Transport Committee Great Yarmouth Borough Council ex parte Sawyer* ILR 14.01.87 it was determined that an authority is entitled to consider the situation in relation to the authority as a whole and also from a temporal view as a whole – so that it does not have to take into detailed consideration what may be the position regarding unmet demand at each particular time of the day. In effect, this accepts there will be some peaks in demand at certain ranks but that the authority can consider the situation taken as a whole throughout the day and across its area.

- 1.25 Reflecting changing guidance, the term unmet is assumed to have a wider application than simply representing those passengers who seek a Hackney on street and are unsuccessful. This requires the application of a number of measures for identifying unmet demand including not only the waiting times of those passengers actually served, but also the absence of a Hackney in the street, or the absence of one at a rank when a passenger arrives. In addition, to determine whether this is significant unmet demand, DfT's current guidance requires local

authorities to consult with the general public, those working in the market, consumer and passenger (including disabled) groups, groups which represent passengers with special needs, the police, transport stakeholders (e.g. rail/bus/coach providers, traffic managers, etc), the commercial sector and other stakeholders.

Objectives and Methodology for this Study

- 1.26 Bracknell Forest Borough Council are seeking a taxi unmet demand study, in line with DfT guidance. The study is required to assess current demand and any significant unmet demand (including latent demand) in order to inform the Councils consideration of its approach to Hackney licensing in the Borough. In addition the study is required to inform the Council of the implications of the licensing choices available to it for addressing the demand that exists, in the context of the demand for taxis as a whole.
- 1.27 TPi understands the main objectives of the study are:
- to provide a profile of the taxi trade in Bracknell Forest
 - to consider current demand and any latent demand for taxis, including demand for wheelchair accessible vehicles
 - to explore trade concerns that custom may be reducing
 - to identify if any additional vehicles are required to eliminate any significant unmet demand
 - to examine the potential benefits of the use of bus gates and bus lanes by taxis
- 1.28 The study has used a range of research to establish whether there is unmet demand for taxi provision within Bracknell Forest, including:
- **Review of relevant policies, standards etc:** to understand the authority's aspirations for meeting travel needs and social inclusion and provide context to determining overall demand for travel and how this should be met;
 - **Extensive rank observations and audits:** examination of all the ranks in the Authority, including monitoring passengers' waiting time, any illegal plying for hire, use of Hackney Carriages by wheelchair users and rank audits;
 - **On street interviews:** a survey of a number of people on street to obtain information about their understanding of the sector, their last taxi journey, their overall levels of taxi use, about quality and barriers to use.
 - **Consultation:** including consultation with all relevant stakeholders – the local authorities, police, trade associations, all taxi drivers, mobility impaired people, community groups, businesses, and other major generators of taxi trips; and
 - **Benchmarking against other authorities:** to provide a useful comparison as to the quantity and quality criteria used for taxis and Private Hire Vehicles.

2.0 BACKGROUND

- 2.1 Bracknell Forest is a unitary authority in southern England. It incorporates the towns of Bracknell, North Ascot, Sandhurst, Crowthorne and the surrounding villages and hamlets. At the last census in 2001, the population of Bracknell Forest was 109,617. This was made up of 54,378 females (49.94%) and 54,879 males (50.06%).
- 2.2 There are 12% and 15% respectively in the age groups found to make the greatest use of taxis nationally, those aged 15 to 24 and those over 60 years old. The proportion of 15-25 and over 60 year olds are both below the UK average. The over 60's are a significantly lower proportion of the population than average.
- 2.3 Those with a Limiting Long Term Illness make up 11.7% of the population, almost 7% lower than the national average. There are 14.5% of households that have no access to a car or van, compared to the national average of 26.8%.

The Taxi Trade in Bracknell Forest

- 2.4 Bracknell Forest Council is the licensing authority for Hackney Carriage vehicles in the area. They currently operate a policy of delimitation towards hackney licensing and have done for some years. The last unmet demand study was undertaken in the 1980's when there were 110 hackneys licensed. This study found that there was significant demand for up to 120 hackneys, and no limit was set.
- 2.5 At the time the study commenced BFBC licensed 88 hackney carriage vehicles and 186 private hire vehicles. The numbers of hackneys have seen a steady reduction in recent years from a peak around 10 years ago of 122, while PHVs numbers have increased over the same period from a total of around 80 vehicles. This includes around 20 to 30 vehicles licensed as PHVs when legislation allowing vehicles operated solely to fulfil statutory contracts to operate without a licence was withdrawn in 2008. Since the study commenced the number of hackney licences issued has reduced further by 6 leaving 82 vehicles currently licensed. There are currently no new applications for hackney or PHV operator, vehicle or driver licences pending.
- 2.6 There are currently 196 drivers that hold a dual licence to drive both hackneys and PHVs and 119 drivers licensed to drive only PHVs. In recent years most new entrants to hackney vehicle licence ownership have come from those drivers that have a dual licence. All new drivers are required to take and pass the Driving Standards Agency test specifically designed for Hackney Carriage and PHV drivers. PHV drivers must take the PHV saloon test and applicants for dual licences the Hackney saloon and wheelchair exercise tests. Drivers must also undertake a medical check to demonstrate they are fit to drive, a Criminal Records Bureau (CRB) check every 3 years and pass a written 'knowledge' test. All licensed drivers must hold a First Aid certificate or attend a course in First Aid run by the Council.
- 2.7 In 2000 BFBC introduced a policy requiring all hackney carriages to be accessible to wheelchair users by 2010. This is now the case for all except 6 saloon type vehicles. Within the PHV fleet there are believed to be only 5 vehicles that are wheelchair accessible, with only 1 of these registered in the last year. Most other vehicles are saloon style vehicles although there are also some MPVs.
- 2.8 A vehicle submitted for initial licensing must be less than 5 years old and if a wheelchair accessible vehicle 4 years old. The maximum age a vehicle may continue to be licensed is 8 years for saloon and estate vehicles and 10 years for a purpose

built hackney carriage. This may be extended for vehicles with an abnormally low mileage and in exceptional condition, subject to certain conditions. Vehicles up to 5 years old are subject to an annual inspection and after this an inspection every 6 months.

- 2.9 Identification plates must be fitted to the rear of all vehicles unless a dispensation has been issued, and all vehicles must display a sticker on the nearside of the front windscreen. Drivers must wear their badge at all times. There are no specific requirements on vehicle livery. However, PHVs should not in any way be designed to resemble a hackney carriage.
- 2.10 There is one company in Bracknell that operate a fleet of mainly hackney vehicles and 5/6 that operate a mixed fleet of hackneys and PHVs. However, the majority of operators are independents. Most operators are based in the towns of Bracknell or Crowthorne.
- 2.11 There is not a specific strategy for taxis outlined in the current Local Transport Plan (2006/11) for Bracknell Forest, although development is expected to take account of the vision set out in the LTP:

“To deliver an effective, efficient and sustainable transport system focusing on the needs of those in the local area, providing choice and reducing congestion whilst maintaining the network in an optimum condition; recognising the location of the Borough in the heart of the Thames Valley”.

Tariff

- 2.12 Details of the current Hackney Carriage Tariff are now shown below. (Text from Bracknell Forest Borough Council official website).

BRACKNELL FOREST BOROUGH COUNCIL

AUTHORISED FARES FOR LICENSED HACKNEY CARRIAGES
Section 65 Local Government (Miscellaneous Provisions) Act 1976

With effect from 28 July 2008 the table of fares chargeable within the Borough are as follows:



Tariff 1	Minimum charge on Tariff 1	£3.00
For the first 738 yards (674 metres) or 2 minutes 36 seconds		£3.00
For each subsequent 240 yards (219 metres) or uncompleted part		20p
Waiting time – for up to every 57 seconds		20p
Tariff 2	Minimum charge on Tariff 2	£4.50
For hiring between 11.00pm and 7.00am		includes an additional
For hiring on Bank and Public Holidays		50% on Tariff 1
For hiring on Christmas Eve and New Years Eve from 6.00pm until midnight		
Tariff 3	Minimum charge on Tariff 3	£6.00
For hiring on Christmas Day through to 7.00am on Boxing Day		includes an additional
		100% on Tariff 1
Extra Charges		
Fouling of vehicle – interior		£50
Fouling of vehicle – exterior		£10

When this vehicle is carrying more than 4 passengers, a surcharge of 50% will be applied to the fare shown on the meter at the end of the journey

Source: Bracknell Forest Borough Council

Hackney Ranks

- 2.13 The table below summarises details of the official Ranks for Hackney Carriages in Bracknell. Rank locations are illustrated in Appendix 3.

Official Hackney Carriage Ranks

Rank Location	Spaces
Bracknell Railway Station	6
Bracknell Bus Station	7
Royal British Legion	8
Royal British Legion Feeder	8
High Street (Red Lion)	3
Skimmed Hill Lane (The Point)	4
Dezire Nightclub	2
Police Station	1
Birch Hill Shopping Centre	1
Great Hollands Shopping Centre	1
Wildridings Shopping Centre	1
Easthampstead Shopping Parade	1
Harmanswater Shopping Centre	1
Hanworth Shopping Parade	1
Crown Wood Shopping Parade	1
Hilton Hotel, Ringmead	2
Yeovil Road Shopping Parade	1
Yorktown Road	2

Source: Bracknell Forest Borough Council

3.0 RANK OBSERVATIONS

Rank Observation Survey

- 3.1 The rank observation programme covered a period of 299 hours spread across 9 official hackney carriage ranks considered by the Council to be those currently used by the trade. A further 1/2 hour of observation was undertaken at each of 8 ranks believed to be redundant, to validate their non-useage. The observations were conducted between June and July 2009. The timing of the rank observations was chosen to ensure that they were undertaken during the school term, to provide a mix of weekend and weekday observations and to be representative of a typical week.
- 3.2 Observations were carried out as detailed in Table 3.1. The hours allocated to each rank were based upon a detailed site visit and discussions between TPI staff and the Client.

Table 3.1 Allocation of Formal Rank Observations

Rank Location	Hours Observed
Train Station	37
Bus Station	34
British Legion	36
Red Lion	36
The Point	36
Dezire Nightclub	12
Police Station	36
Yeovil Road Shopping Parade Car Park	36
Service Road in front of 35-53 Yorktown Road	36
Harmanswater Shopping Centre (Redundant Rank)	0.5
Crown Row (Redundant Rank)	0.5
Cannie Man, Hanworth (Redundant Rank)	0.5
Birch Hill Shopping Centre (Redundant Rank)	0.5
Hilton Hotel (Redundant Rank)	0.5
Wildridings (Redundant Rank)	0.5
Easthampstead, Rectory Row (Redundant Rank)	0.5
Great Hollands Square (Redundant Rank)	0.5
Grand Total	307

Source: TPI

3.3 Rank observations were undertaken at all ranks (a copy of the detailed rank observation schedule is included in the Appendix 4). For every five minute period, the number of Hackneys departing and the number of passengers departing was observed and recorded. At the end of each five minute period, the queue lengths of Hackneys and passengers were also recorded. For each hour the mean delay can then be estimated as being the queue length divided by the throughput per five minute period, multiplied by five minutes. Thus:

$$MeanDelay = \frac{QueueLength}{Throughput} \times RecordingPeriod$$

3.4 This method relies on compiling "representative weeks" of activity at each major rank and then using these to estimate overall passenger and Hackney delays and loading. The method has been tried and tested in many previous studies and provides consistent estimates within the bounds expected for passenger delay. In cases where long Hackney queues coincide with small levels of Hackney throughput the method tends to overestimate delays.

3.5 In constructing a representative profile of demand at a rank over the period of a week a number of assumptions are made. Firstly, 'daytime' observations refer to observations made between 0700 and 1800 hours and 'night-time' observations refer to the remaining period of the day. Secondly, observations conducted between Monday and Friday daytime and Monday to Thursday night-time are regarded as similar and therefore referred to as typical weekday observations. Observations conducted on Friday and Saturday night-times and Saturday daytimes are all likewise similar and referred to as typical weekend observations, with Sunday treated separately, based on experience from other studies. These periods are then factored up to provide complete weekly totals.

3.6 The results presented in this section set out:

- **The Balance of Supply and Demand.** This indicates the proportion of the time that the market exhibits excess demand, equilibrium and excess supply;
- **Average Delays and Total Demand.** This indicates the overall level of passenger and Hackney delay and provides estimates of total demand;
- **The Demand Profile.** This provides the key information required to determine the pattern of demand; and
- **The Effective Supply of Vehicles.** This indicates the proportion of the fleet that was off/on the road during the survey.

The Balance of Supply and Demand

3.7 The first indicator of the performance of the Hackney trade can be gauged from a general assessment of the market conditions. This is assessed in terms of three broad areas: excess demand, equilibrium and excess supply. If the minimum Hackney queue occurring during one hour was greater than two vehicles the market is considered to be in excess supply in that hour, that is, there were always ample Hackneys to meet the observed level of demand. If the maximum passenger queue exceeded two in an hour then the market is considered to be exhibiting excess demand in that hour, that is, there was at least one occasion during that hour in which the observed level of demand could not be met without passenger delay occurring. If the maximum passenger queue is

below three and/or the minimum Hackney queue is less than three then the market is considered to be in equilibrium in that hour, that is, there was broadly speaking just sufficient supply to meet the observed level of demand. The results of the analysis are presented in Table 3.2 below.

Table 3.2 The Balance of Supply and Demand in the Bracknell Forest Rank-Based Hackney Carriage Market (Rows Sum to 100%)

Period		Excess Demand (%)	Equilibrium (%)	Excess Supply (%)
Weekday	Day	4.4	67.2	28.4
	Night	0.0	97.1	2.9
Weekend	Day	1.6	88.7	9.7
	Night	1.5	92.6	5.9
ALL (including Sundays)		1.6	88.0	10.4

Source: TPI

- 3.8 Table 3.2 shows that, overall, the market exhibits equilibrium conditions in 88.0% of hours, the predominant market state. Excess Demand is observed, on average, in only 1.6% of hours, while excess supply is experienced in 10.4% of hours. Conditions are worst during the weekday daytime and at their best during weekday night-times. During weekday daytimes the proportion of hours exhibiting excess demand is 4.4%. This is an important element in the consideration of significant unmet demand.

Average Delays and Total Demand

- 3.9 The rank observation programme was designed to allow estimates of a week's activity at each rank. To observe each rank for a complete week would have been costly and unnecessary. Instead the week was divided up into periods and observations designed to sample from these. The periods are "daytime" i.e. 0700-1800, "Night-time" i.e. 1800-0300, "Weekday" (i.e. Monday to Friday 'daytime' and Monday to Thursday 'night-time'), "Weekend" (i.e. Friday 'night-time' and Saturday), and Sunday, which was treated in isolation.
- 3.10 Using this method the following estimates of average delays and throughput were produced for each of the main ranks in the licensing District as shown in Table 3.3. Full details of the rank observations are shown in Appendix 4.

Table 3.3 Total Demand and Average Delays in minutes (estimates per week)

Rank	Passenger Departures	Hackney Departures	Average Passenger Delay	Average Hackney Delay
Train Station	1875	1720	0.23	16.22
Bus Station	800	1793	0.07	19.83
British Legion	777	761	0.02	30
Red Lion	199	166	0.88	2.70
The Point	82	76	0.41	1.40
Dezire Nightclub	48	59	0.83	5.25
Police Station	0	2	0	0
Yeovil Road	0	0	0	0
Yorktown Road	0	0	0	0
Totals	3781	4578	0.20	19.03

Source: TPI

- 3.11 The average delays and total demands in the above table are calculated as follows, using the Train Station as an example. Firstly, below is a summary, taken from appendix 4, citing all the rank observations undertaken at this location.

Table 3.4 Rank Observations undertaken at the Train Station

Rank Name : Train Station Day: Monday Date: 20/07/2009 Time: 0700 - 1800												
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^m & Min ^m Queues		Balance of Supply & Demand			
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	
07-08	5	7	0	58	0.00	41.43	0	4	0	0	1	
08-09	29	22	5	45	0.86	10.23	3	0	1	0	0	
09-10	36	31	6	42	0.83	6.77	2	1	0	1	0	
10-11	29	25	2	49	0.34	9.80	2	2	0	1	0	
11-12	24	19	3	51	0.63	13.42	3	1	1	0	0	
12-13	3	3	0	47	0.00	78.33	0	2	0	1	0	
13-14	8	8	0	53	0.00	33.13	0	3	0	0	1	
14-15	11	9	0	47	0.00	26.11	0	3	0	0	1	
15-16	8	6	1	43	0.63	35.83	1	3	0	0	1	
16-17	10	7	0	51	0.00	36.43	0	4	0	0	1	
17-18	12	8	0	59	0.00	36.88	0	4	0	0	1	
Total	175	145	17	545	0.49	18.79	11	27	2	3	6	

Rank Name : Train Station Day: Tuesday Date: 07/07/2009 Time: 1800 - 0200												
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^m & Min ^m Queues		Balance of Supply & Demand			
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	
18-19	22	23	0	53	0.00	11.52	0	2	0	1	0	
19-20	21	24	0	49	0.00	10.21	0	1	0	1	0	
20-21	13	16	0	54	0.00	16.88	0	1	0	1	0	
21-22	8	6	0	58	0.00	48.33	0	4	0	0	1	
22-23	12	12	0	47	0.00	19.58	0	3	0	0	1	
23-24	12	16	0	58	0.00	18.13	0	2	0	1	0	
24-01	20	20	0	22	0.00	5.50	0	0	0	1	0	
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	
Total	108	117	0	341	0.00	14.57	0	13	0	6	2	

Rank Name : Train Station Day: Saturday Date: 06/06/2009 Time: 0700 - 1300												
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^m & Min ^m Queues		Balance of Supply & Demand			
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	
7-8	4	6	0	39	0.00	32.50	0	2	0	1	0	
8-9	5	9	0	39	0.00	21.67	0	2	0	1	0	
9-10	12	16	0	28	0.00	8.75	0	1	0	1	0	
10-11	7	11	0	33	0.00	15.00	0	2	0	1	0	
11-12	11	11	0	38	0.00	17.27	0	2	0	1	0	
12-13	4	5	0	46	0.00	46.00	0	3	0	0	1	
Total	43	58	0	223	0.00	19.22	0	12	0	5	1	

Rank Name : Train Station Day: Friday Date: 17/07/2009 Time: 1800 - 0200												
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^m & Min ^m Queues		Balance of Supply & Demand			
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	
18-19	23	21	0	48	0.00	11.43	0	1	0	1	0	
19-20	14	17	0	55	0.00	16.18	0	4	0	0	1	
20-21	18	18	0	56	0.00	15.56	0	4	0	0	1	
21-22	26	16	0	46	0.00	14.38	0	1	0	1	0	
22-23	27	15	0	52	0.00	17.33	0	2	0	1	0	
23-24	45	33	0	53	0.00	8.03	0	0	0	1	0	
24-01	26	24	0	18	0.00	3.75	0	0	0	1	0	
01-02	0	1	0	4	0.00	20.00	0	0	0	1	0	
Total	179	145	0	332	0.00	11.45	0	12	0	6	2	

Rank Name : Train Station Day: Sunday Date: 07/06/2009 Time: 1200 - 1600												
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^m & Min ^m Queues		Balance of Supply & Demand			
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	
12-13	12	12	0	40	0.00	16.67	0	0	0	1	0	
13-14	6	7	0	42	0.00	30.00	0	2	0	1	0	
14-15	5	7	0	43	0.00	30.71	0	2	0	1	0	
15-16	9	10	0	38	0.00	19.00	0	1	0	1	0	
Total	32	36	0	163	0.00	22.64	0	5	0	4	0	

3.12 The totals for each survey above can be summarised as follows in Table 3.5:

Table 3.5 Summary of Rank Observations undertaken at Train Station

		Number of Hours	Total Passengers	Average Passenger Delay	Total Hackneys	Average Hackney Delay
Mon-Fri	DAY	11	175	0.49	145	10.69
Mon-Thu	NIGHT	9	122	0	132	21.34
Sat Day	DAY	11	79	0	106	11.83
Fri-Sat	NIGHT	9	201	0	163	8.51
Sunday		4	32	0	36	16.83
			Est Weekly Passengers 1875		Est Weekly Hackneys 1720	
Overall Weighted Average Passenger Delay						0.23
Overall Weighted Average Hackney Delay						16.22

3.13 The estimated number of weekly passengers are calculated as follows:

175 X (5 Days)	=	875
122 X (4 Nights)	=	488
79 X (Sat Day)	=	79
201 X (2 W/End Nights)	=	402
32 (Sunday)	=	32
Total (1 Week)	=	1875

The estimated number of weekly Hackneys is derived in the same fashion.

The overall weighted passenger delay at this rank is then derived as follows:

175 X 5 X (Average Passenger Delay of 0.49)	=	428.75
122 X 4 X 0	=	0
79 X 0	=	0
201 X 2 X 0	=	0
32 X 0	=	0

Total = 428.75 and this $428.75/1875 = 0.23$ minutes weighted average passenger delay at this rank.

The overall weighted average Hackney delay at this rank is calculated in the same fashion.

3.14 An Average Passenger Delay across all the ranks of 0.2 minutes is then calculated from the sum of multiplying the weekly passenger departures at each rank by the average passenger delays at that rank, (i.e. 1875×0.23 for Train Station), divided by the total weekly passengers at all ranks.

3.15 Overall the observations suggest that in total there are approximately 3,781 passenger departures and 4,578 Hackney departures per week from all the ranks in Bracknell Forest and that on average each passenger waits 0.2 minutes for a Hackney. Hackneys wait for an average of 19.03 minutes for a passenger.

3.16 Table 3.3 shows that the busiest rank with respect to passenger and Hackney departures is the Train Station rank. The second busiest rank is the Bus Station, which operates at 43% of this passenger demand and the third busiest the British Legion Rank with passenger activity being 41% that of the Train Station rank. The Red Lion rank is the fourth busiest rank, with activity being only 10.6% that of the Train Station rank, the Point the fifth busiest at 4.4% and Deziere Nightclub the sixth busiest at 2.6% that of the Train Station rank.

3.17 There were no passenger departures observed at the Police Station rank or the two ranks on Yorktown Road and Yeovil Road (Sandhurst). Similarly no passengers or hackneys were observed during any of the observations undertaken at the 8 ranks believed to be redundant.

The Delay/Demand Profile

3.18 The above analysis can hide variations in service performance at different times of the day and of the week. To investigate the nature of passenger delay at ranks further, analysis has also been conducted by time of day and day of the week.

3.19 Figure 3.1 provides a graphical illustration of average daily passenger demand per rank from 07:00 Monday to 18:00 Friday. Figure 3.2 shows the equivalent information for the period 18:00 Friday to 03:00 Saturday.

3.20 Figure 3.1 shows passenger demand increases from 07:00-08:00, rising sharply between 09:00-10:00. After 10:00 demand falls to a level which remains constant across the rest of the day and into the evening up to 01:00.

3.21 The situation at the weekend is shown in Figure 3.2. Demand rises from 10:00, and apart from small fluctuations at 09:00-10:00, 13:00-14:00 and 15:00-16:00, remains relatively constant until 19:00-20:00 where demand rises to a peak between 23:00-24:00. After 00:00 demand drops off until a further peak in demand is experienced between 02:00-03:00.

3.22 The two profiles are combined and factored accordingly to represent average weekly profiles in Figure 3.3. The figure shows that, overall, demand in Bracknell Forest does not exhibit a high degree of peaking in the evening and late at night at weekends alone. As such demand can be classed as not being highly peaked.

3.23 In terms of passenger delays Figure 3.4 and 3.5 provide an illustration by time of day for the 07:00 Monday to 18:00 Friday and 18:00 Friday to 03:00 Saturday periods, respectively.

3.24 During the 07:00 Monday to 18:00 Friday period, some passenger delays occur between 08:00-12:00 and 15:00-16:00. The peak passenger delay of 52 seconds is directly associated with passenger demand and queues at the busy Train Station rank alone.

3.25 During the 18:00 Friday to 03:00 Saturday period passenger delays are experienced between 10:00-11:00, 13:00-14:00, 15:00-16:00, 21:00-23:00 and 00:00-03:00. The peak passenger delay of over 9 minutes occurs between 01:00-02:00 on a Friday evening and is directly associated with passenger demand and queues at the Red Lion Pub rank alone.

3.26 Figure 3.6 provides an illustration by time of day for the weekday and weekend periods combined.

Figure 3.1 Average Daily Passenger Demand per Rank (7am-3am) for the Weekday Period 0700 Monday to 1800 Friday Inclusive

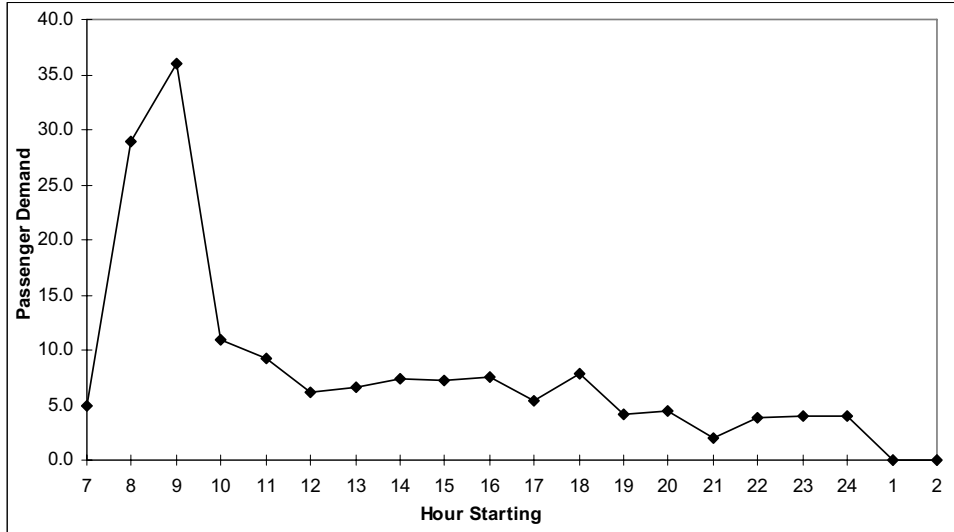


Figure 3.2 Average Daily Passenger Demand per Rank (7am-3am) for the Weekend Period 1800 Friday to 0300 Saturday Inclusive

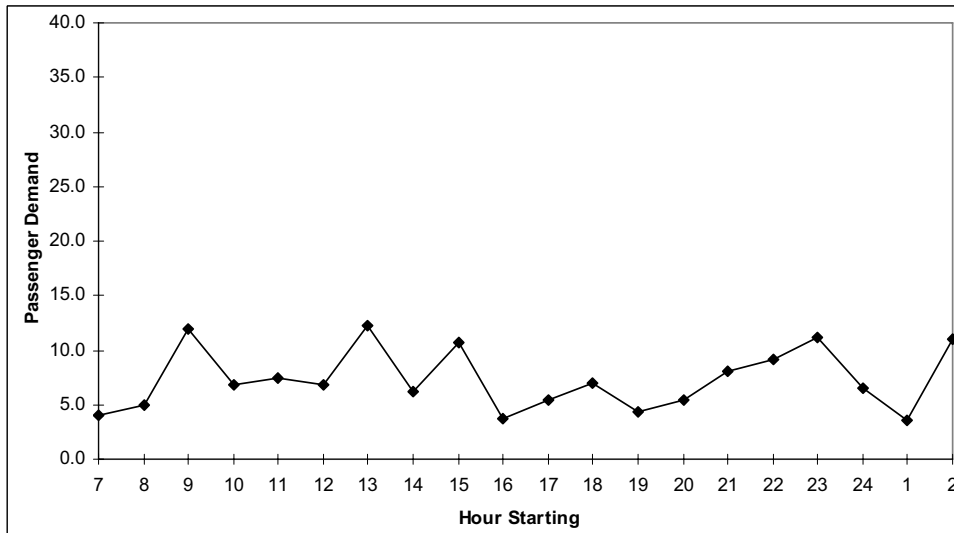


Figure 3.3 Average Weekly Passenger Demand per Rank (7am-3am) for the Weekly Period 0700 Monday to 0300 Saturday Inclusive

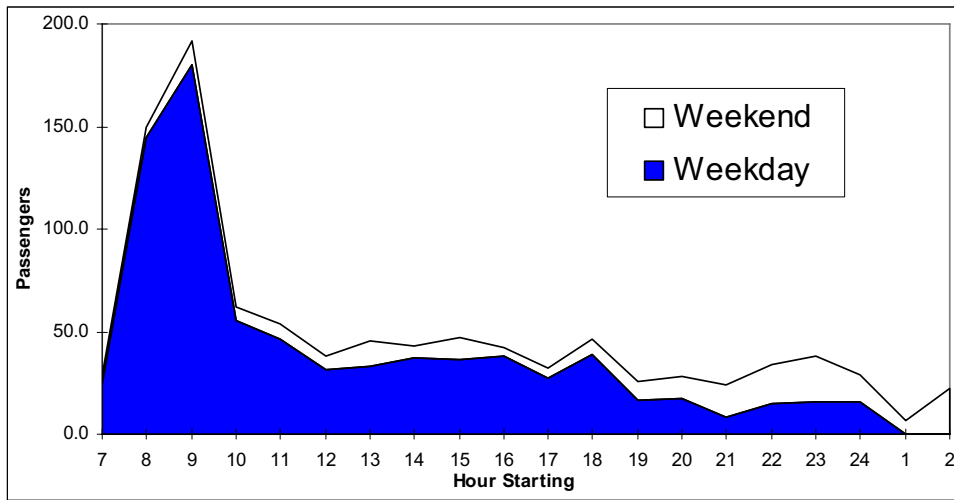


Figure 3.4 Average Daily Passenger Delay (7am-3am) for the Weekday Period 0700 Monday to 1800 Friday Inclusive

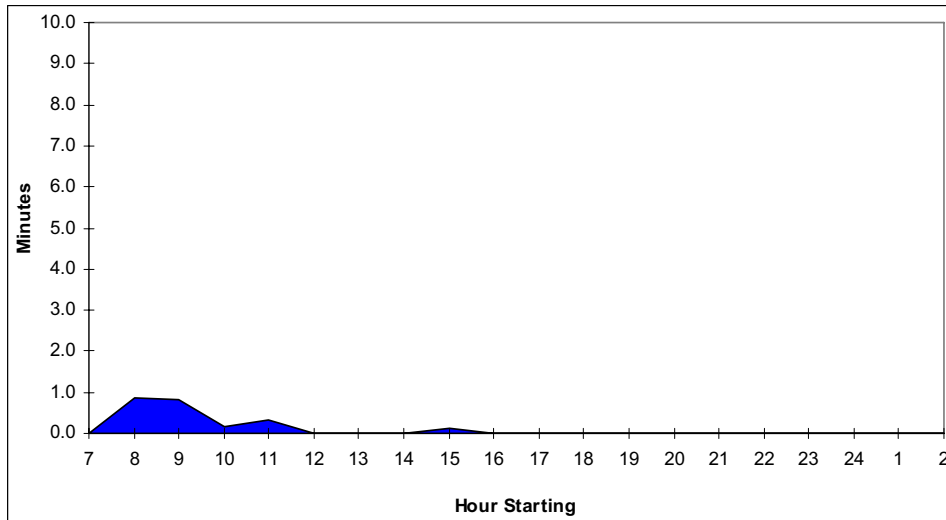


Figure 3.5 Average Daily Passenger Delay (7am-3am) for the Weekend Period 1800 Friday to 0300 Saturday Inclusive

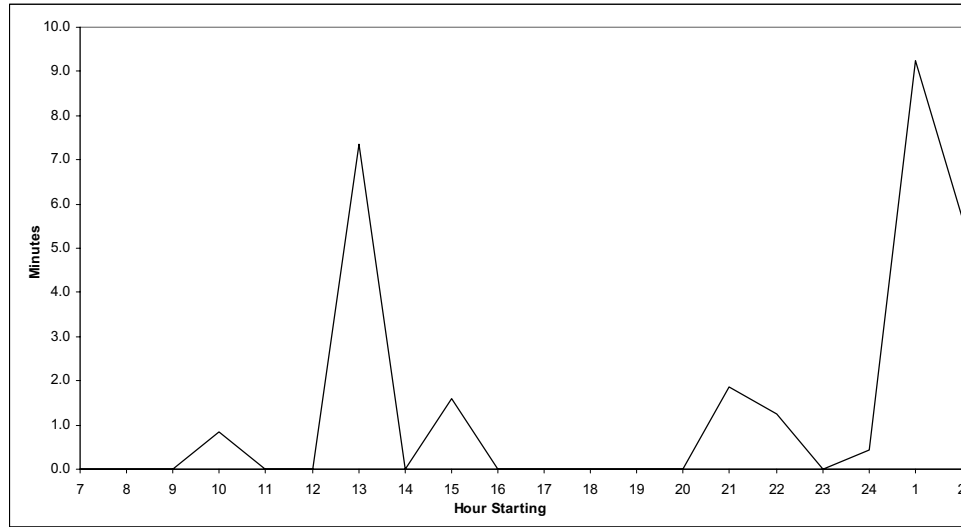
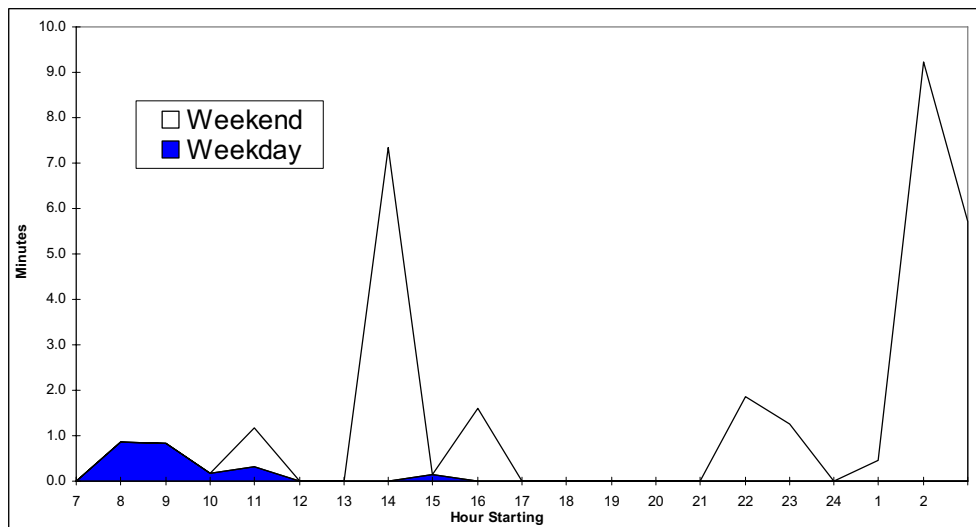


Figure 3.6 Average Daily Passenger Delay (7am-3am) for the Weekly Period 0700 Monday to 0300 Saturday Inclusive



The Effective Supply of Vehicles

- 3.27 Observers were required to record the Hackney Carriage licence plate number of vehicles departing from ranks. In this way it is possible to ascertain the proportion of the fleet operating during the survey period. Of the 83 Hackney vehicle licences issued at the time of the rank observation survey, 80 (96%) were observed at least once at the official ranks. This implies that the Hackney Trade was operating at more or less full strength during the period covered by the observations.

Wheelchair User Hirings and Private Hire Observations at the Ranks

- 3.28 During the rank observation period, from the total of 1875 passengers observed hiring Hackney Carriages at the ranks, none were wheelchair users.
- 3.29 During the rank observation period, from a total of 1493 taxis observed departing from ranks, 126 (8%) were Private Hire Vehicles. Most of the vehicles departed empty having dropped off a passenger at the rank location. However, a small number picked up passengers. From observations alone it cannot be determined whether these represent legitimate PHV bookings or not.

Informal Rank/Area Observations

- 3.30 In addition to the observations at formal ranks TPi were asked by the Council to observe locations around "The Meadows Shopping Centre" in Sandhurst where it was thought informal ranking activity may take place. The observations took place over a 4 hour period on a Saturday afternoon.
- 3.31 During the period a total of 10 passengers departed from the locations observed using 6 taxis between them. Only 1 of the taxis, a hackney carriage, was licensed by Bracknell Forest Council, all others were taxis licensed by a neighbouring licensing authority.

Indicator of Significant Unmet Demand

- 3.32 A single indicator of unmet demand can be calculated taking into account the size and incident of passenger delay and the effect of peaks in demand. It is defined as the product of the average passenger delay, the percentage of passengers travelling in hours where the average delay is greater than or equal to one minute and the percentage of excess demand. If peaking demand is present the average delay is factored by 0.5 to allow for the disproportionate effect of late night demand on the overall average delay. That is to say, the four main indicators from the rank observations, as follows:-
- 1 the average passenger delay across all time periods (APD);
 - 2 the incidence of passenger queues (Excess Demand) during the Monday to Friday daytime period (ED);
 - 3 the proportion of Hackney users travelling in hours where the delay at the rank in question was greater than or equal to one minute (P1); and
 - 4 whether the demand profile is highly peaked (HP).

- 3.33 Using these indicators a simple Index of Significant Unmet Demand (ISUD) has been developed as follows (where HP = 1 if no peaking and 0.5 if peaking is present)

$$\text{ISUD} = \text{APD} \times \text{ED} \times \text{P1} \times \text{HP}$$

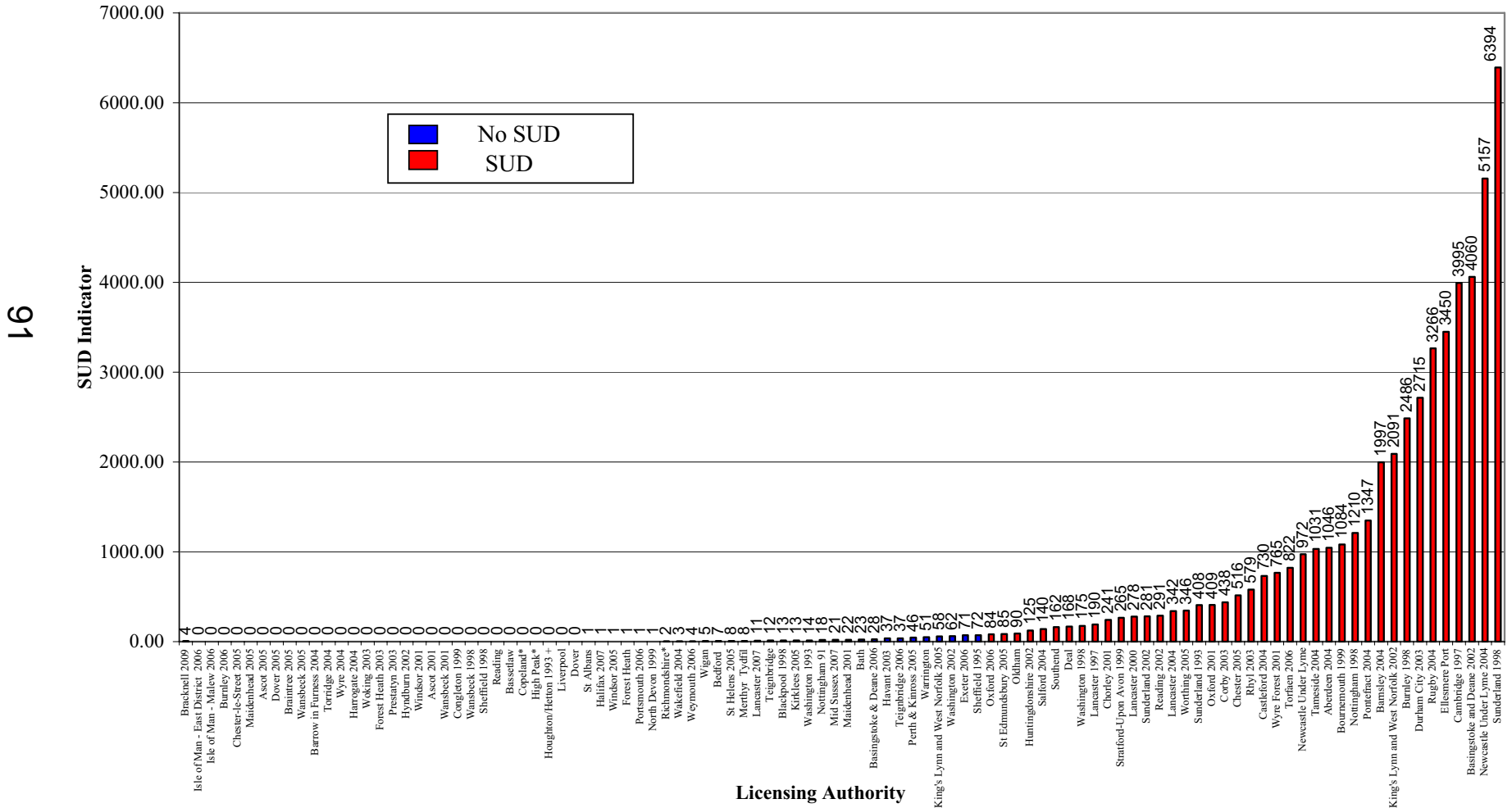
The value of this indicator for Bracknell Forest is 4:

$$\begin{aligned} \text{ISUD} &= \text{APD} \times \text{ED} \times \text{P1} \times \text{HP} \\ &= \mathbf{0.20 \times 4.5 \times 4.7 \times 1 = 4} \end{aligned}$$

- 3.34 At the time the method was devised, those authorities where previous studies had resulted in a conclusion of significant unmet demand had produced values of 90, 162, 196, 275, 282, 408 and 972. At that time, the highest value obtained for a study where a conclusion of no significant unmet demand had been reached was 71. This suggests a threshold value of around 80 to use as a benchmark. The value of the indicator for Bracknell Forest Borough is 4 which results in a conclusion of there being no significant unmet demand in the rank based taxi market.
- 3.35 Figure 3.7 shows the Significant Unmet Demand (SUD) Indicator Value in Bracknell Forest compared with over 100 other Authorities. It can be clearly seen that the location of the Bracknell ISUD is in the range suggesting No Significant Unmet Demand

Figure 3.7

Significant Unmet Demand (SUD) Indicator Value in Bracknell Forest Compared with Other Authorities



Comparison with other authorities

3.36 Any comparisons between authority areas should be treated with some caution. Districts vary widely according to population density, total population, public transport provision, car ownership and many other socio-economic and physical characteristics. However, previous studies undertaken over time can provide useful comparators. The following main points can be made about the results in Bracknell Forest compared to other districts:

Table 3.6 BFBC key indicators compared to average of 100 previous studies

	Population per Hackney	% pax waiting at ranks	% pax waiting ³ 1 minute	% pax waiting ³ 5 minutes	Average Passenger Delay in min	Average Hackney Delay in min	% Excess Demand
Bracknell Forest	1,320	17.95	4.70	0.76	0.20	19.03	4.48
Average for 100 others	1,669	39.09	23.04	5.88	1.00	12.47	8.77

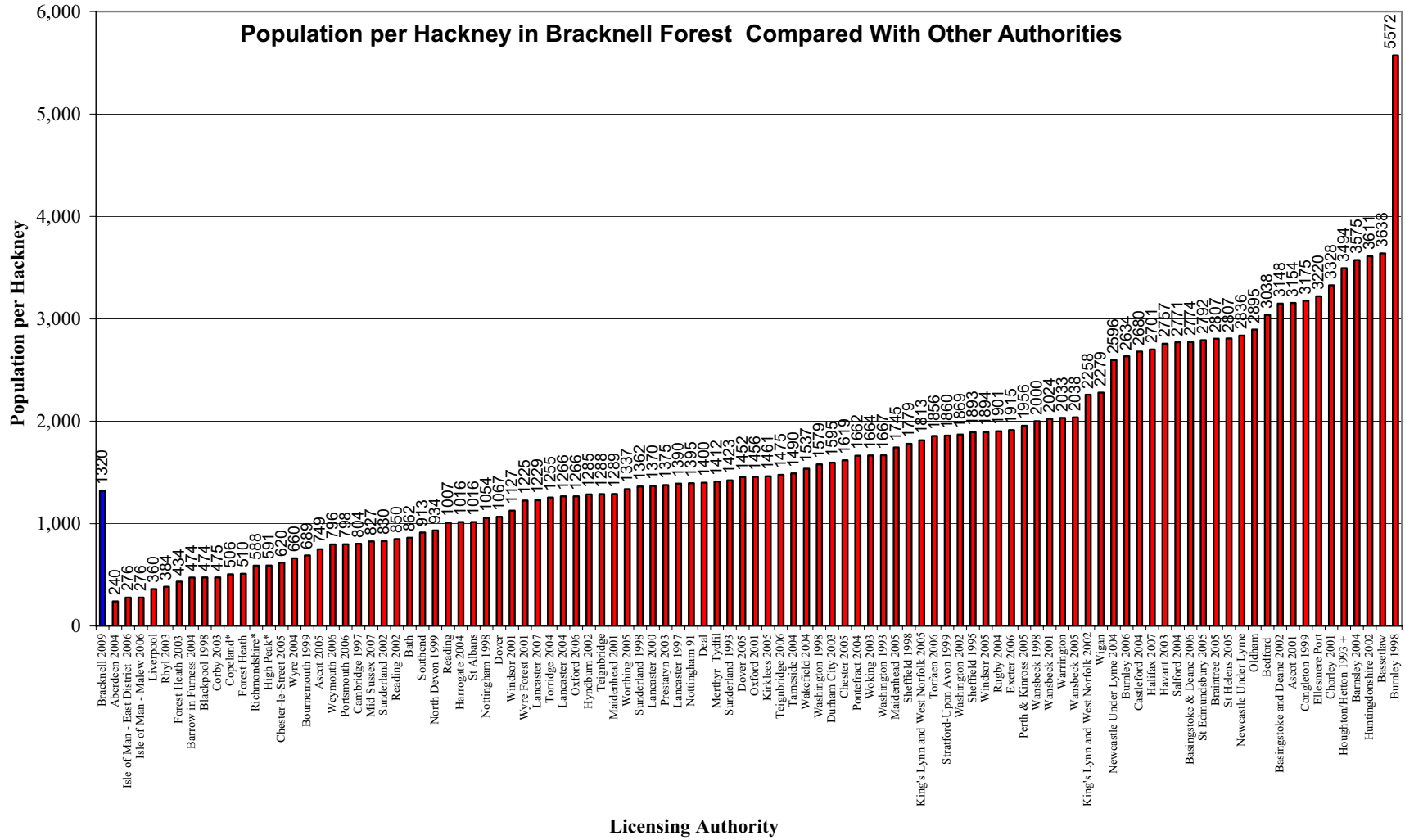
3.37 The population supplied by each Hackney in Bracknell Forest is 1,320, compared to the average of 1,699 for the 100 other districts cited. If Bracknell Forest conformed to the average, there would only be 66 Hackneys. If Bracknell Forest equalled the densest provision there would be 457 Hackneys. If Bracknell Forest equalled the least provision there would only be 20 Hackneys.

3.38 All other indicators also demonstrate Bracknell Forest in a better than average position compared to the average for other licensing authorities, except in terms of the delay experienced by Hackneys waiting for a passenger, which for Bracknell is just under 7 minutes above average.

3.39 Figure 3.8 overleaf shows the Population per Hackney in Bracknell Forest compared to other Authorities.

Figure 3.8

£6



Rank Audit

- 3.40 Signage is available to every rank in the main Bracknell Forest area, either with street signs or via symbols on the various maps around the town.
- 3.41 All ranks have correct road markings and it is clear they are intended for Hackney Carriages.
- 3.42 No information was identified at ranks regarding what to do if no taxi is present. Only the bus station and railway station ranks had information available on contact telephone numbers for hackney operators.
- 3.43 Pavements are relatively flat and adequate for wheelchair users at all ranks except for the Police Station (narrow and overgrown by shrubbery) and the Yorktown Road rank (uneven surface).
- 3.44 Dropped kerbs are available at the Bus Station, Police Station, Red Lion and The Point ranks but not at others.
- 3.45 Almost 75% of the ranks were covered by some form of CCTV, whether it be council owned or private.
- 3.46 All ranks had some form of seating, such as a bench or bus shelter near by.
- 3.47 The bus and rail station ranks had purpose built shelters but no other ranks had a shelter specifically for waiting passengers.
- 3.48 Safety rails were available at the Bus Station and Royal British Legion but not at other ranks.

4.0 ON STREET SURVEY

Introduction

- 4.1 A public attitude survey was undertaken in key town centre locations across Bracknell Forest to assess Hackney Carriage and PHV use, flag down and telephone delays, and levels of satisfaction. The survey also provided information on the views of users and non-users throughout different parts of Bracknell Forest. The survey structure comprised three elements. The first part identified the specific characteristics of a person's last taxi trip. The second part analysed respondents, longer term, Hackney Carriage requirements and factors influencing the amount of Hackney Carriage use. The third part identified peoples' views on the potential for improving taxi services in the area.
- 4.2 A total of 411 valid surveys were obtained. It should be noted that in the tables that follow the totals do not always add up to the same amount. This is due to either not all respondents being required to answer all questions, some respondents failing to answer some questions or some questions allowing multiple responses. Where the latter applies this is highlighted in the title of the table.

Demographics

- 4.3 There were 55% of all respondents employed full time, 12% who were students/pupils, 11% who were retired and 7% that were unemployed. There were 6% who did not declare their economic status.

Table 4.1 Economic Status of Respondents to Pedestrian Survey

Economic Status	Frequency	Percent
Full Time Employed	226	55
Part Time Employed	22	5
Unemployed	28	7
Student	49	12
Retired	47	11
House Person	13	3
No Status Given	26	6
Total	411	100

Source: TPI

- 4.4 The majority of survey respondents, (69.1%), were permanent residents in the area, whilst 19.7% were day visitors and 1.5% who were tourists.

Table 4.2 Residency of Respondents

Residency	Frequency	Percent
Permanent Resident	284	69.1
Visitor	81	19.7
Tourist	6	1.5
No Response	40	9.7
Total	411	100

Source: TPI

Knowledge of Distinction between Hackney Carriages and Private Hire Cars

- 4.5 The survey asked respondents, “How can you distinguish taxis that are allowed to pick up from ranks or streets?” There were 38.5% who replied by plate, 36.8% stated by taxi sign, 22.9% did not know how to tell the difference and 1.7% who did not respond.

General patterns of taxi use

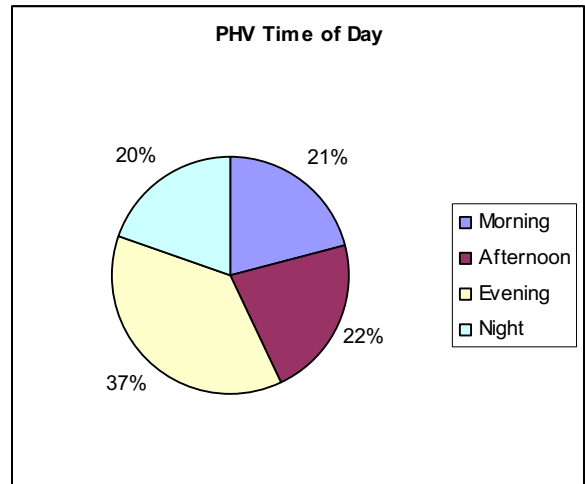
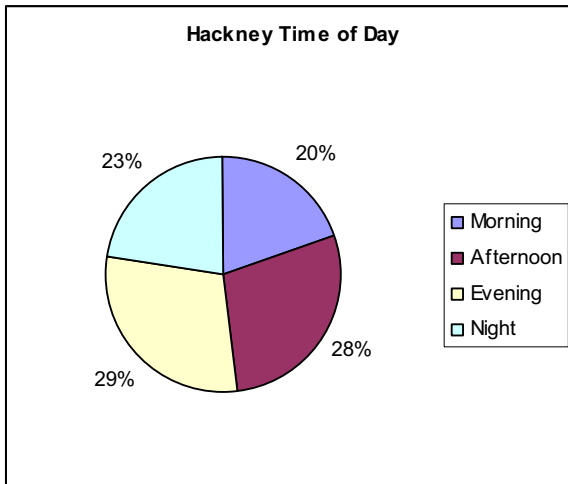
- 4.6 To identify a profile of the frequency of taxi use all respondents were asked how often they used taxis at ranks, on-street and by telephone. Within Bracknell, 5.6% of people obtained a Taxi by hailing one in the street on a weekly basis compared to 14.8% of people obtaining a Taxi from a rank on the same basis. Amongst those using a taxi monthly 25.2% obtained this from a rank and 16.3% flagged it down in the street. There were 16.3% of people who obtained a hackney carriage by telephone weekly and 37.4% who obtained a hackney in this way on a monthly basis. This compares to 23.4% of people obtaining a PHV by telephone weekly and 41.7% monthly.
- 4.7 There are 56.7% of respondents that never flag down a taxi, 21.2% that never obtain a taxi from a rank and 23.6% that never book a hackney by telephone. Only 2.6% of respondents never book a PHV by telephone, although 23.4% rarely do so.

Table 4.3 Frequency of Taxi Use

	Rank	%	Flag	%	Phone Hack	%	Phone PHV	%
Daily	2	0.6	0	0.0	1	0.8	3	1.6
Weekly	49	14.8	15	5.6	20	16.3	45	23.4
once a month	83	25.2	44	16.3	46	37.4	80	41.7
every 1 - 3 months	30	9.1	15	5.6	4	3.3	8	4.2
every 6 - 12 months	15	4.5	8	3.0	3	2.4	6	3.1
rarely/once a year	81	24.5	35	13.0	20	16.3	45	23.4
never	70	21.2	153	56.7	29	23.6	5	2.6
Total	330		270		123		192	

Source: TPI

- 4.8 The most common times of use for Hackney Carriages were the evening and the afternoon. PHVs are used most in the evening and in roughly the same proportions over the rest of the day.



Source: TPI

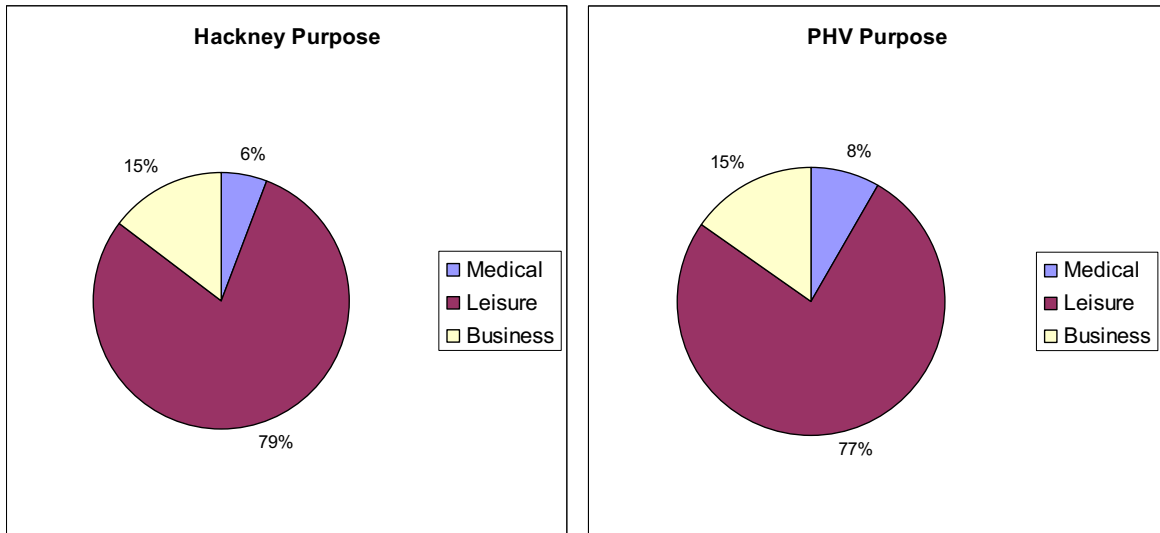
Characteristics of Last Taxi Trip

- 4.9 Respondents were asked how they made their last taxi journey. There were 158 (38%) of respondents who had made their last trip by Hackney whilst 215 (52%) of respondents had used a PHV. The remaining 38 (10%) respondents had not used a taxi recently.
- 4.10 Of the 158 respondents that recently used a hackney, nearly 80% had done so for the purpose of Leisure. Amongst the 216 recent PHV users, this percentage was slightly lower with 76.4% of journeys made for leisure. Business was cited as the second most popular reason for use of both types of taxi at 14.6% and 15.3% respectively. Journeys for medical purposes were below 10% for both vehicle types. No other purposes of use were identified.

Table 4.4 Trip Purpose for Last Trip

Trip Purpose	Hackney Freq.	%	PHV Freq	%
Medical	9	5.7	18	8.3
Leisure	125	79.6	165	76.4
Business	23	14.6	33	15.3
Total	157	100	216	100

Source: TPI



Source: TPI

4.11 The cost of the last taxi trip in a Hackney ranged from £3.00 to a reported £95.00. For PHVs, the cost ranged between £1.00 and £65.00. The average, one way, journey cost for Hackneys was £12.90 and £15.43 for PHV's.

Table 4.5 Reported Cost of Last Trip

Cost (£)	Hack Frequency	% of 157 responses	PHV Frequency	% of 196 responses
Under £3	0	0.0	4	2.0
£3 - £3.99	3	1.9	4	2.0
£4 - £4.99	11	7.0	11	5.6
£5 - £5.99	25	15.9	25	12.8
£6 - £6.99	15	9.6	11	5.6
£7 - £7.99	6	3.8	12	6.1
£8 - £8.99	13	8.3	8	4.1
£9 - £9.99	1	0.6	3	1.5
£10 - £14.99	33	21.0	26	13.3
£15 - £19.99	23	14.6	26	13.3
£20 - £24.99	12	7.6	30	15.3
£25 +	15	9.6	36	18.4
Don't Know	1		20	
Total Specific Answers	157	100	196	100

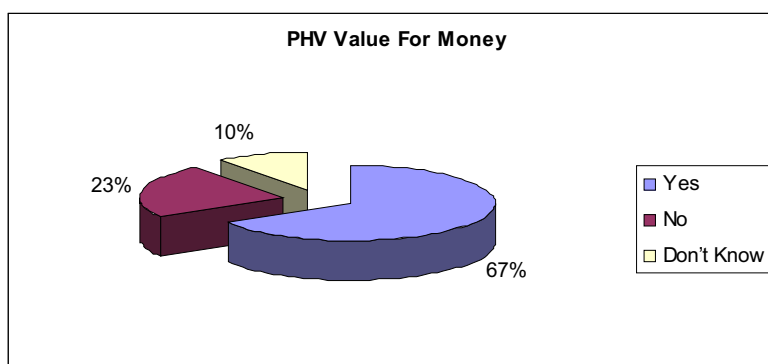
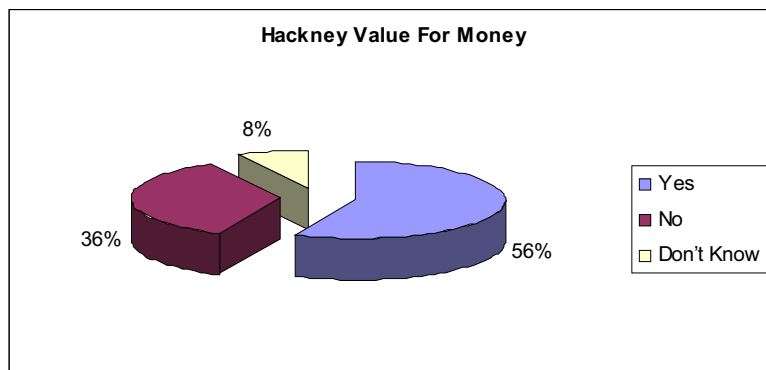
Source: TPI

4.12 A higher proportion of PHV users than Hackney users believe they receive value for money for their journey. (66.5% Satisfied by PHV compared to 56.7% Hackney)

Table 4.6 Public Perception of Value for Money on Last Trip

Value For Money	Hack No.	%	PH No.	%
Yes	89	56.7%	141	66.5%
No	56	35.7%	49	23.1%
Don't Know	12	7.6%	22	10.4%
Total	157		212	

Source: TPI



Source: TPI

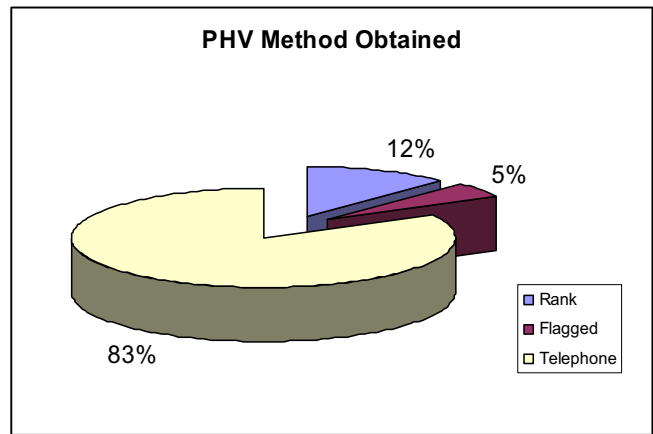
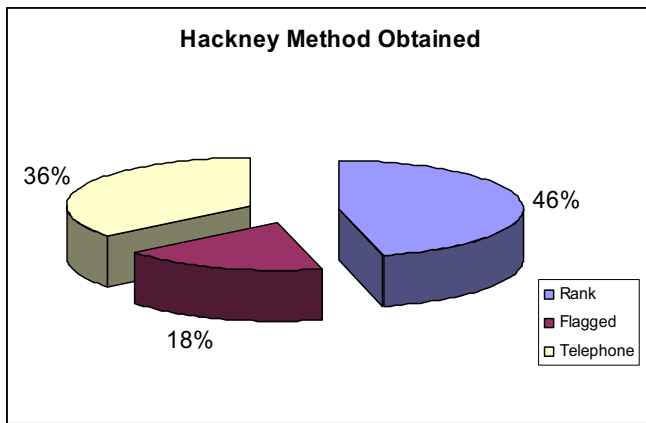
Method of Taxi Hire on Last Trip

4.13 There were 156 (42%) respondents who used a hackney for their most recent taxi trip and 215 (58%) who had used a PHV. Of the former 46.2% obtained the hackney from a rank and 35.9% booked it by telephone. There was also a significant proportion (17.9%) that hailed the hackney in the street. Amongst the PHV users 82.8% said they booked by telephone. However, there were also 12.1% who said they obtained the PHV from a rank and 5.1% who said they had flagged it down in the street, despite having identified or being advised that this was illegal.

Table 4.7 Method of Taxi Hire for Last Trip

Method Obtained	Hack No.	%	PH No.	%
Rank	72	46.2%	26	12.1%
Flagged	28	17.9%	11	5.1%
Telephone	56	35.9%	178	82.8%
Total	156	100	215	100

Source: TPI



Source: TPI

Ease of Hire

- 4.14 Table 4.19 provides summary statistics relating to key service quality characteristics for those making a recent trip by Hackney Carriage. Rank hirers reported walking for 4 minutes and 33 seconds, on average, to the nearest rank with an average wait at the rank of approximately 3 minutes before obtaining a Hackney. Those pre-booking hackneys by telephone identified an average delay of nearly 3.5 minutes, compared to the time they were booked for.
- 4.15 Hackney users who booked by telephone found that 90% of the time they were able to obtain a booking with the first operator they contacted with an average delay of 10 minutes 16 seconds for the taxi to arrive amongst those who wished to travel straight away.

Table 4.8 Delay in Obtaining a Hackney on Last Trip

Measure	Average	Minimum	Maximum
Time to walk to Rank	4mins 32secs	<1	20
Rank Wait	3mins 3secs	<1	25
Flag down Wait	7mins 32secs	1	30
Number of Taxis Flagged Down	1.37	1	3
Immediate Booking Wait	10mins 16secs	<1	30
Number of Operators Telephoned	1.18	<1	3
Pre-Booked Hackney Carriage Arrival	3mins 45secs	<1	15

Source: TPI

- 4.16 The average delay for pre-booked PHV telephone bookings was 5 minutes, while respondents waited on average 12 minutes for a PHV to arrive when they telephoned for an immediate booking. In the case of the latter passengers were able to obtain a booking with first operator they contacted 84.4% of the time.

Table 4.9 Delay in Obtaining PHV by Telephone on Last Trip

Measure	Average (Mins:Secs)	Minimum	Maximum
Immediate Booking Wait	12:06	<1	60
Number of Operators Telephoned	1.2	1	4
Pre-Booked PHC Arrival	5	<1	30

Source: TPI

Table 4.10 Satisfaction with Hackney or PHV Delay on Last Trip

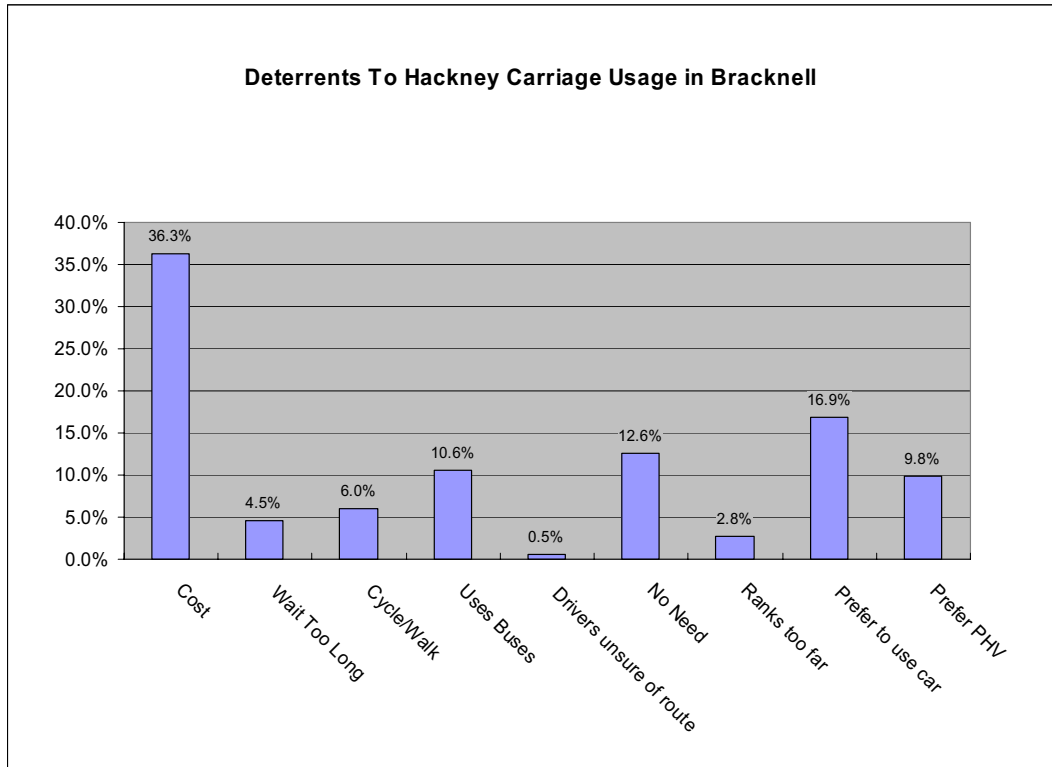
Method of Hire	Sample	Percentage of Respondents Satisfied
Rank	99	88.9%
Flagged	39	69.2%
Telephone	236	86.4%

Source: TPI

- 4.17 Most people were satisfied with the delay they experienced when obtaining a taxi at the rank (88.9%) and by telephone (86.4%). A high percentage (69.2%) were also satisfied with the delay when hailing a taxi in the street, although satisfaction was lower than for the other 2 methods of booking.

Deterrents to Increased Hackney Carriage Use

- 4.18 To determine overall opinions toward the use of Hackneys, all respondents were asked to identify the principal factors which limit their use of these. Of the 397 valid responses, results suggested the main limitation was cost (36.3% of responses). Other significant deterrents were the respondents' preference to use a car (16.9%) and using buses (8.3%). There were 9.8% of respondents that stated a preference for using PHVs and 12.6% of respondents that said they had no need to use a Hackney.



Source: TPI

Knowledge of Hackney Carriage Fares

4.19 To test perceptions of cost, all respondents were asked to estimate the fare for a three mile, daytime Hackney journey in the Bracknell area. The average estimated cost was £7.81, just over £1 above the actual average cost of £6.79 for such a journey. Therefore perception of cost seems very good.

Problems obtaining a Hackney Carriage

4.20 All respondents were asked whether they had experienced problems in obtaining a Hackney Carriage. Of the 387 respondents to the question, only 11.4% said they had.

Overall Assessment of the Availability of Hackney Carriages

4.21 Of 390 valid responses to this question, 66.7% regarded the availability of hackneys as being good or very good, around 15% thought availability was average, whilst only 4.6% thought availability was below average. There were 13.6% of respondents that did not have an opinion.

Accessibility

4.22 All respondents were asked about difficulty in entering or exiting any type of taxi. Only 5.4% of people stated that they had experienced difficulty accessing or exiting any type of vehicle. Of the 7 respondents that gave a reason for this, 4 stated it was due to their physical ability and the remaining 3 due to the vehicle design.

Overall Standard of Hackney Carriages in Bracknell

- 4.23 Of 325 valid responses, 72.9% regarded the general standard of hackney carriage services as being good or very good, around 12.9% thought the standard was average and only 4.9% thought general standards were below average. There were 9.2% of respondents that did not know or express an opinion.

Potential for improvement

- 4.24 The survey asked respondents what improvements they would like to see to Hackney Carriage services in Bracknell Forest. The suggestions made are summarised below.

Table 4.11 Suggested Improvements to Hackney carriage services (Multiple Responses Allowed)

Improvement	Frequency	% of responses to question
cheaper fares	246	58.7
more taxis	68	16.2
better customer care	31	7.4
more ranks	24	5.7
newer or low emission vehicles	14	3.3
standardised vehicles	14	3.3
better security	8	1.9
more luggage space	8	1.9
better disabled access	6	1.4
Total	419	100

Source: TPI

- 4.25 The most often cited improvement was cheaper fares (58.7%). Other significant suggestions for improvement were more taxis (16.2%) and better customer care (7.4%).
- 4.26 All respondents were also asked whether there were any locations where they would like new ranks introduced. There were 39 of the respondents that stated that they would like a new rank to be introduced. Of these 33 suggested the locations below. No location was mentioned by any more than 4 separate respondents.

Table 4.12 Suggested Locations for New Ranks

Location	Frequency	Percent
Sandhurst	4	12
Outside Town	4	12
Bus Station	3	9
Crowthorne	2	6
Need Office	2	6
Peel Centre	2	6
Tesco	2	6
Great Hollands	2	6
Wokingham	2	6
Yately	1	3
In Estate	1	3
Need Advert	1	3

Market Street	1	3
Point	1	3
Charles SQ	1	3
Mansor	1	3
Holeon	1	3
Ascot	1	3
Priestwood	1	3
total	33	100

Source: TPI

5.0 CONSULTATION

Trade Consultation

- 5.1 A consultation letter and pro-forma was circulated to all 315 licensed drivers in Bracknell Forest. This encouraged responses in writing, by telephone, by e-mail or to a series of questions using the pro-forma. A total of 25 pro-forma responses were received the answers to which are collated below. Of these 12 were from drivers of Hackney Carriages, 8 were from PHV drivers, 3 were from drivers working in both sectors and 2 respondents did not specify what they drive.
- 5.2 Respondents were asked to estimate the average number of journeys (per taxi) they undertake, each week. On average hackneys undertake 62 journeys per week, approximately 10 journeys a day assuming a 6 day week. PHV drivers undertake slightly more journeys (69) per week or approximately 11 journeys per day, assuming a 6 day week.
- 5.3 The results, split between Hackneys and PHV drivers are presented below. Drivers that drive both or that did not specify what they drive, are not included.

Table 5.1 Journeys per week provided by Hackneys

Average Journeys...	Total	%	Avg per cab
From Ranks	344	88.9	43
From Contracts	15	3.9	5
From Telephones	25	6.5	13
From Flag Downs	3	0.8	2
Total	387	100	62

Source: TPI

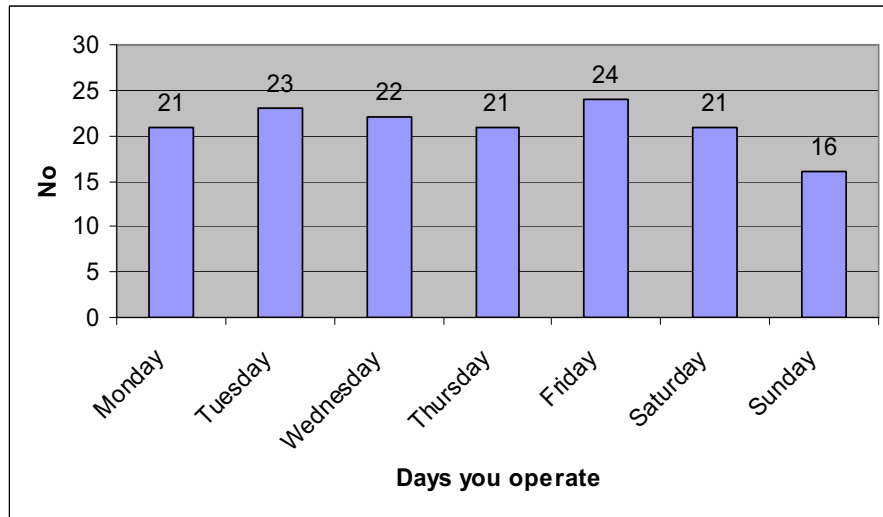
Table 5.2 Journeys per week provided by PHVs

Average Journeys...	Total	%	Avg per PHV
From Stances	0	0.0	0
From Contracts	8	2.6	8
From Telephones	305	97.4	61
From Flag Downs	0	0.0	0
Total	313	100	69

Source: TPI

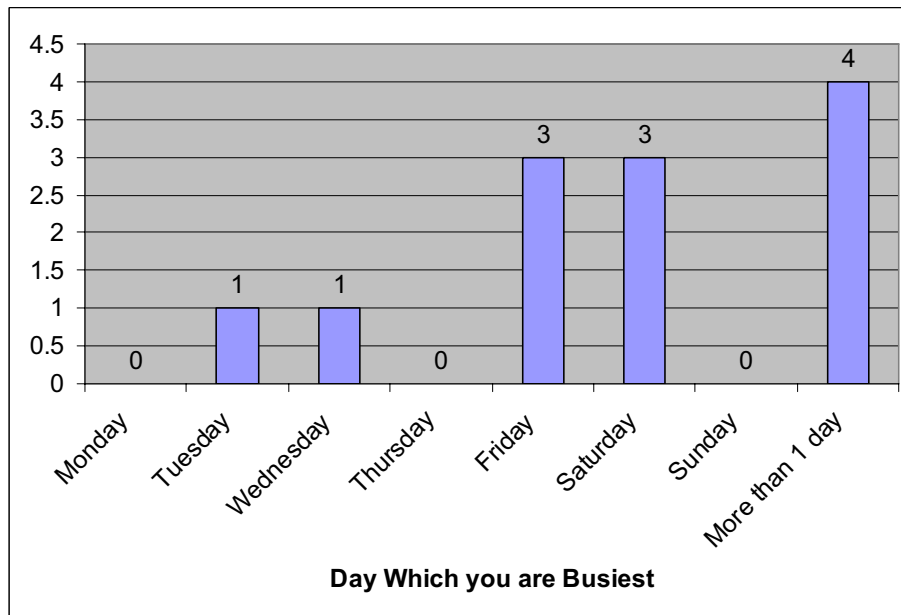
- 5.4 Amongst hackney carriage drivers, 88.9% of journeys each week originate from the rank and 6.5% from telephone bookings. Contract bookings make up 3.9% and flag downs only 0.8%. As would be expected telephone bookings (97.4%) are by far the most important to PHV drivers, while only 2.6% are obtained from contracts.

5.5 Most drive on at least 6 days and a number on 7 days a week. The least number of drivers operate on Sundays.

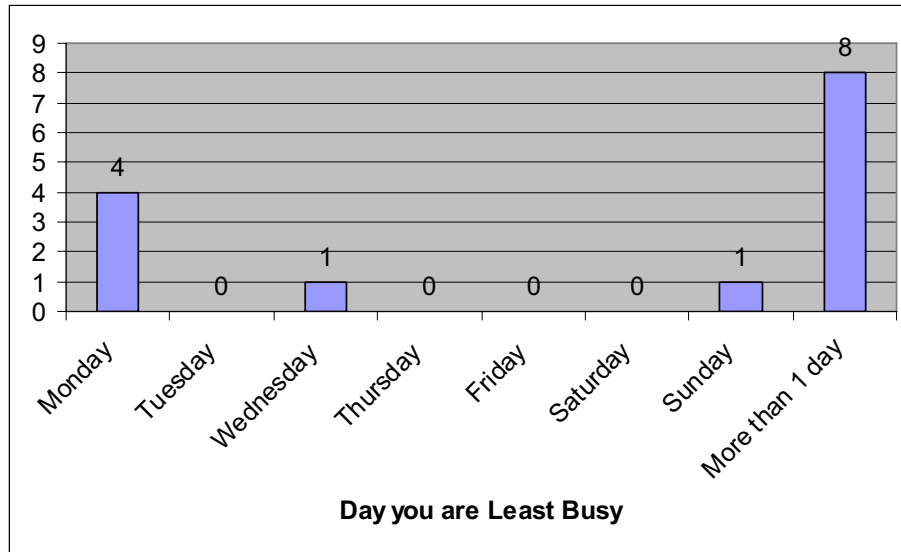


Source: TPI

5.6 The busiest days for drivers are Friday and Saturday, while 4 respondents indicated they are busy on more than one day each week.

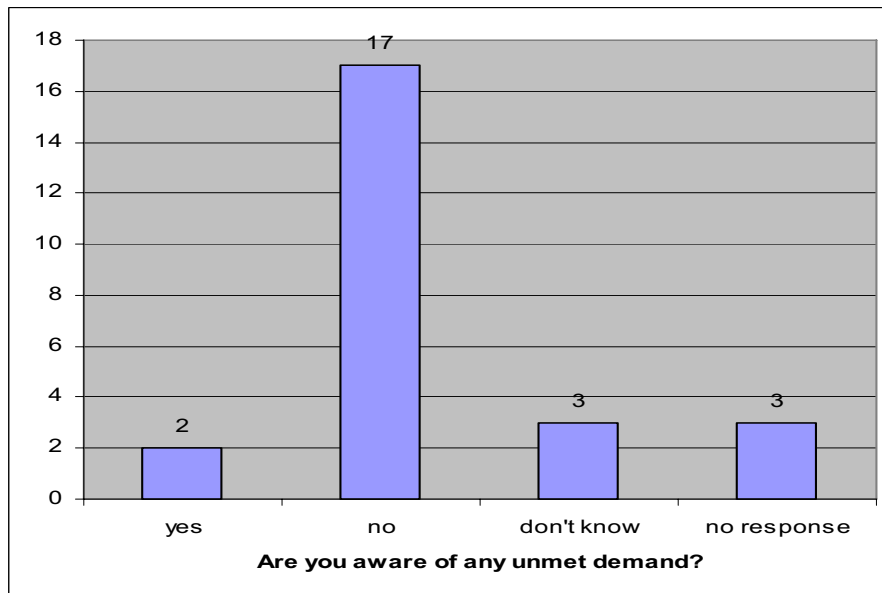


Source: TPI



Source: TPI

- 5.7 The least busy time for taxis was Mondays, although there were 8 drivers that indicated they had more than one quiet day per week.
- 5.8 Asked about the supply of Hackneys in Bracknell Forest 18 respondents felt that it was adequate and 2 that it was inadequate. Similarly the majority thought PHV supply was adequate and only 1 that it was inadequate.
- 5.9 Asked if they were aware of any unmet demand for taxis in the Bracknell Forest, 17 respondents said they were not and only 2 stated that they were, 3 did not know and 3 respondents did not provide an answer.

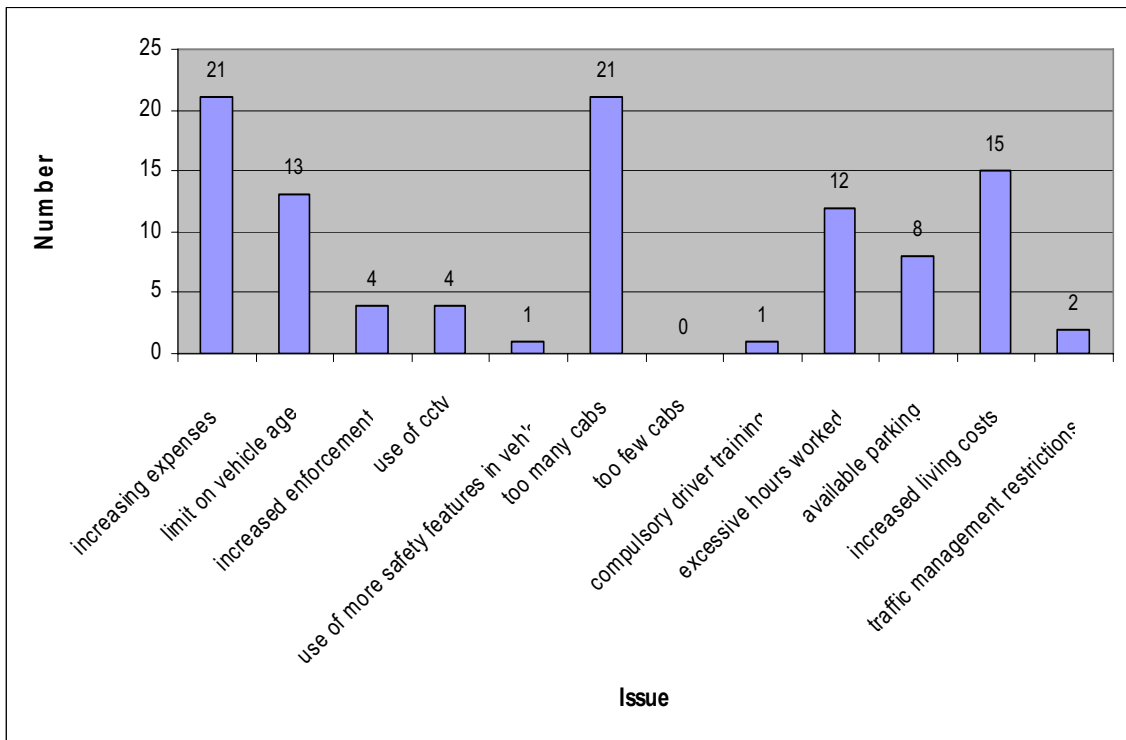


Source: TPI

5.10 Drivers were asked if they believed any of the following posed an issue to them (respondents were allowed multiple responses):

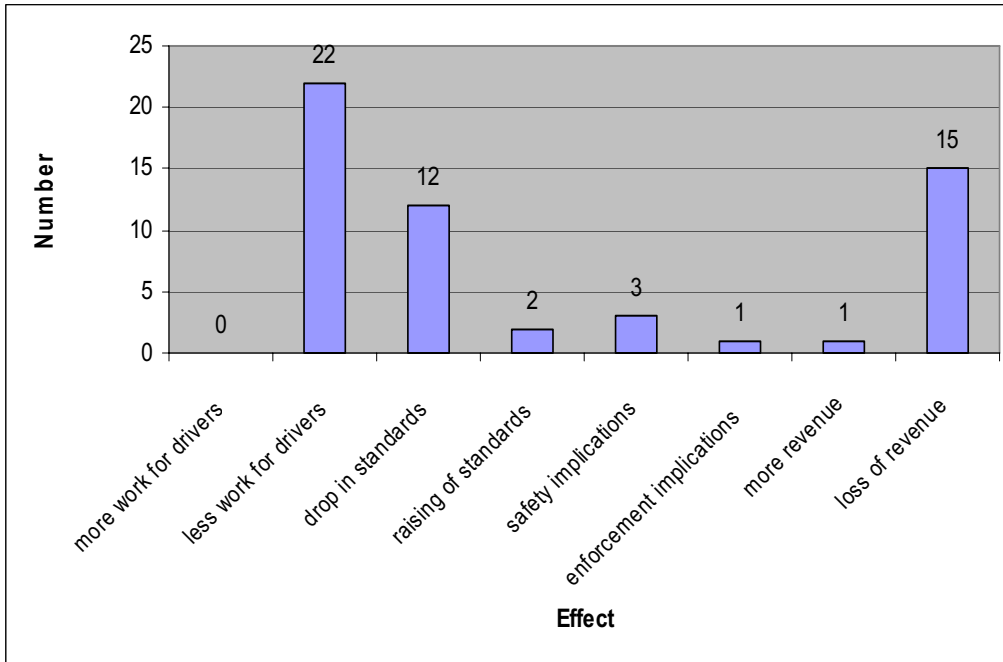
- Increasing expense of vehicles and fuel
- A limit of age on the vehicles
- Increased enforcement
- Use of CCTV
- Use of more Safety Measures
- Too many Cabs
- Too Few cabs available
- Compulsory driver training
- Excessive hours worked
- Available Parking
- Increased cost of living
- Traffic management schemes

5.11 Drivers thought that increasing vehicle and fuel expenses and too many taxis were the main issues they faced, with 21 drivers reporting both. The next most significant issue was the increased cost of living reported by 15 respondents the next the limit on vehicle age (13) and the next the need to work excessive hours (12).



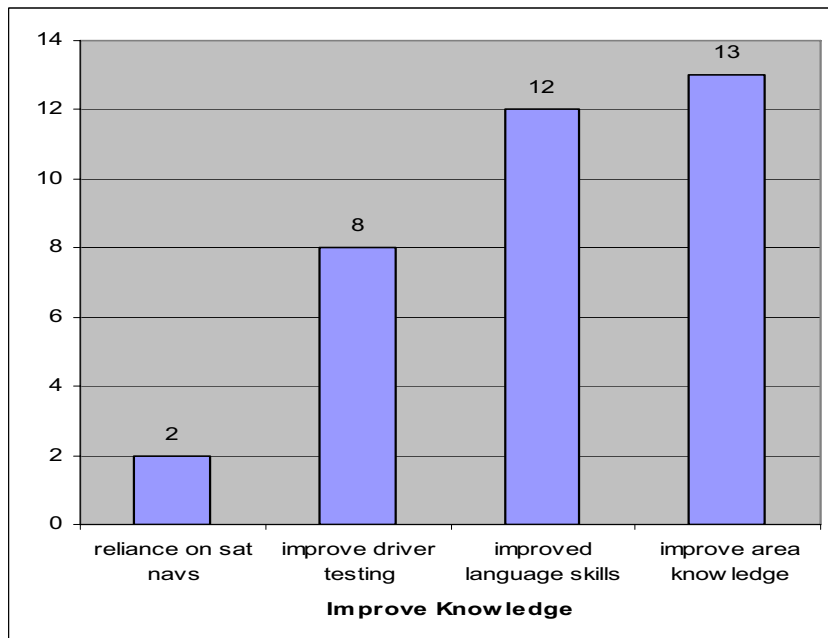
Source: TPI

5.12 Drivers were asked what would be the impact of increasing the number of hackney licences in Bracknell. The majority (96.0%) thought that there would be an impact with less work for drivers cited by 22 of the 25 respondents. Other significant affects suggested were a loss of revenue (15 drivers) and a drop in standards (12 drivers). Respondents were allowed multiple answers to this question.



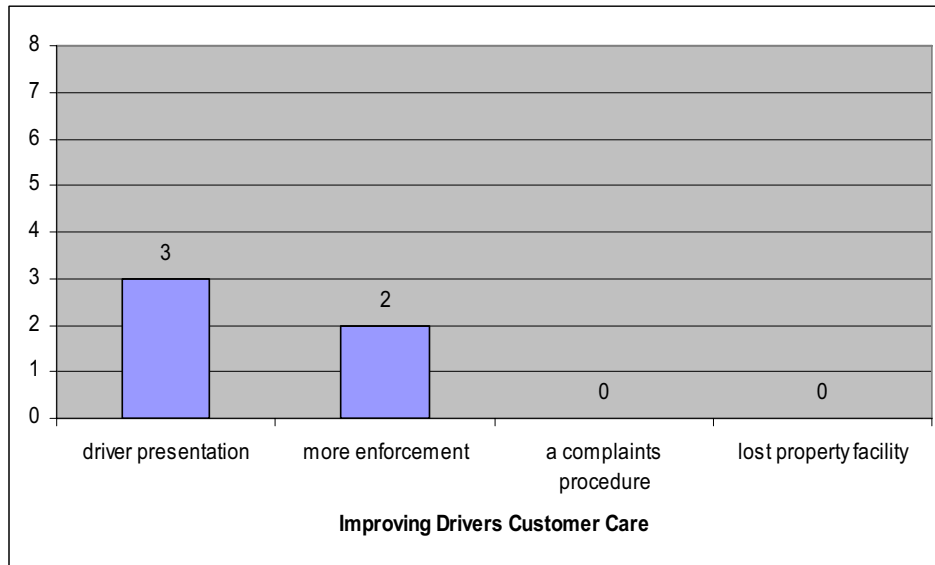
Source: TPI

5.13 Respondents were asked if they considered there was a need to improve driver skills/knowledge. There were just over half (13) respondents that thought drivers knowledge of the area could be improved and 12 thought language skills could be improved. Only 2 respondent thought drivers relied too much on satellite navigation systems.



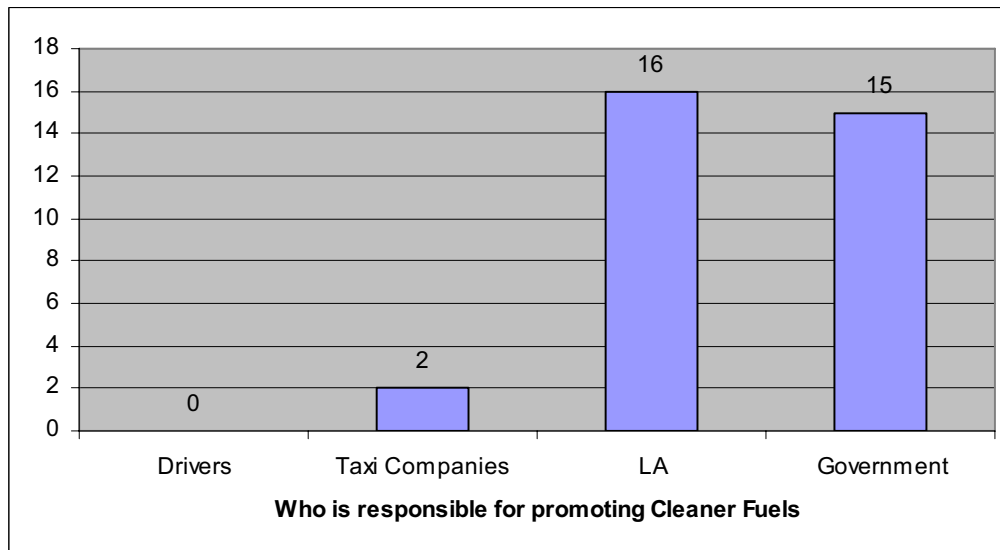
Source: TPI

5.14 Only 4 drivers thought that customer care and 3 respondents that driver presentation was inadequate. Drivers were allowed multiple responses to this question



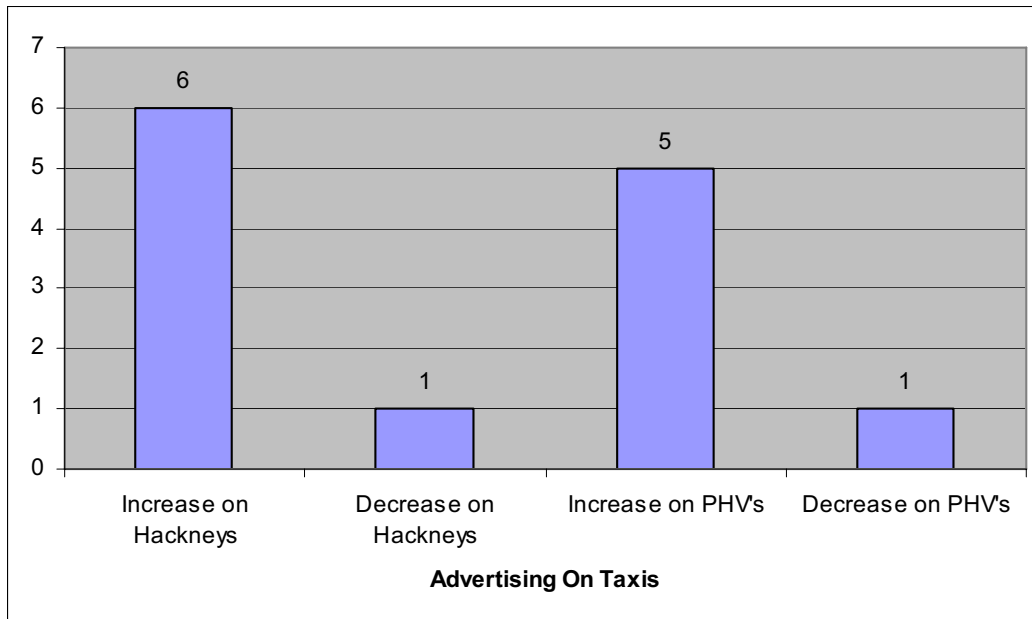
Source: TPI

5.15 Asked about cleaner fuels, 18 respondents felt that cleaner fuels should be promoted whilst 5 did not know and 2 did not respond. There were 16 drivers that believed this should be promoted by the Licensing Authority and 15 that thought it should be promoted by Government. Only 2 drivers felt that taxi companies should help promote cleaner fuels.



Source: TPI

5.16 Twelve drivers stated they are satisfied with the current advertising arrangements for both Hackney and Private hire cars. However, 6 drivers felt that advertising should be increased on Hackneys and 5 that there should be an increase in advertising on PHVs.



Source: TPI

Consultation with Bracknell Forest Licensed Taxi (Hackney Carriage) Forum

5.17 Consultation was undertaken with the Bracknell Forest Licensed Taxi Forum in June 2009. The meeting was attended by representatives of the trade and Licensing Officers. A number of specific issues were discussed.

The Unmet Demand Survey

5.18 Concerns were raised by the trade that some drivers were not happy that rank observations took place during Ascot week and also that agency staff are being used. The TPI representative present explained that the agency staff are all fully briefed and trained and checks are made to ensure the observations undertaken are accurate. He also stated that additional observations would be undertaken to replace that in Ascot week where the demand observed was thought to be atypical (this was subsequently done).

Current Demand

5.19 There was discussion on whether demand had been reducing for some time. Trade representatives believed this was the case and explained that the recession had made it worse, along with the use of minibuses by companies for staff, replacing their use of taxis. They also thought there had been a sharp rise in the numbers of private hire vehicles and they were taking an increased share of the market. The accessibility policy was also thought to have impacted on the type of work done. In these circumstances the members of the hackney forum were keen to see a limit on hackney licences introduced to protect their business interests.

Environmental Issues

5.20 Trade representatives suggested operators and drivers were so concerned with the struggle to make a living it was difficult for them to take account of environmental issues with their associated costs. However, they were conscious it was an important consideration and noted that if vehicles are idling on ranks, this can have an environmental impact as well, as some bigger vehicles being more polluting.

Use of Bus Gates

- 5.21 The forum members would welcome the opportunity to use the existing bus gates, in particular to get to the South of Bracknell between 07.30–09.30 and 16.30–18.30. This would make for significantly improved journey times and therefore provide benefits to both driver and passenger.

Taxi Ranks

- 5.22 There are said to be issues with PHVs and private vehicles parking at ranks. The Point and Red Lion were highlighted in particular and there was a desire for more enforcement. Forum members were also unhappy with private hire vehicles parking next to the bus station rank as it gives the impression they are available for hire. However, the licensing officer explained that the situation has been monitored regularly over the last few months and there has only been one instance where a driver overstayed the 10 minute stay provision and received a verbal warning. No evidence of illegal plying for hire has been found.

Security

- 5.23 Trade representatives feel more could be done with regards to promoting the difference between hackney carriages and private hire vehicles.

Regulation

- 5.24 The Forum members would like a limit on the number of hackney carriages introduced. They believed this would ensure each driver has enough work and high vehicle standards are maintained. They would like there to be an emergency Committee to discuss the results of the unmet demand survey as soon as it is complete.

Electric wheelchairs

- 5.25 There are trade concerns about what would happen if an accident occurs while loading an electric wheelchair. The licensing officer explained that each passenger should be risk-assessed, and the driver is able to refuse to take the passenger if they have a reasonable cause. A blanket refusal to take any electric wheelchairs would be discriminatory and illegal.

Fares for 5/6 seat vehicles

- 5.26 Forum members are unhappy with the way the fares for 5/6 seat vehicles are calculated on the meter. Members are to consider whether there is a viable alternative and make proposal.

Lack of toilet facilities at night

- 5.27 Trade representatives are unhappy that there is no public toilet provision for them at nights. However, vandalism means toilets cannot be kept open.

Consultation with Bracknell Forest PHV Forum

- 5.28 Consultation was undertaken with the Bracknell Forest PHV Forum in July 2009. The meeting was attended by a representative of the trade and Licensing Officers. Along with the agenda submitted by the Council covering CRB, NVQ and new plates discussions with the PHV operator brought up the following points.

Demand

- 5.29 Most fares are going to Windsor or Reading, very few are for local journeys. Those coming into Bracknell Forest for night life are nearly none existent. The number of fares was thought to have reduced due to the recession. More people are walking to work and large companies in the area reducing their reliance on taxis. Ascot trade from Bracknell Forest was said to occur only on the Friday of Royal Ascot. Fares increase following payday and reduce during the middle of the month.
- 5.30 It was said that driver must work the weekend to make a living. It was considered a good living up to two years ago. However, it is a little more difficult now. Operators have started to reduce their fares to encourage uptake. The trade strongly support the regeneration of Bracknell town centre, but it has slowed recently due to the loss of one of the major backers.

Customer Services

- 5.31 Most PHV drivers were said to be resident in areas surrounding Bracknell Forest. Many were said to encounter some difficulties when renewing licences. Licensing officers recognised there are some issues to resolve and sought the help of the forum in encouraging drivers to report problems so they can be dealt with.

Ranks

- 5.32 New ranks were thought to be needed outside Angels Night Club. The Admiral Cunningham also sometimes rings up late to ask for PHVs to pick up and take away trouble makers. It was suggested some hackney drivers choose specifically to target other markets rather than that relating to late night leisure.

Wheel chair accessible vehicles

- 5.33 There has been significant debate about the requirement for all hackneys to be wheelchair accessible. Hackney operators were said to believe the current vehicles suitable for this are not well suited to use by people with other disabilities, older people and are not liked by some in the general public. Their size was said to put people off using them because they thought they would be charged more. Height was also said to be a difficulty when accessing some popular destination, such as Heathrow Airport.

Training

- 5.34 Information about a company that offers training to drivers in NVQ Road Passenger Transport is to be put to drivers in the near future, encouraging up take. BFBC is also offering free training programmes in First Aid and to help drivers deal with difficult customers.

Signage

- 5.35 Ranks were thought to need more signage and existing signage updating.

Marketing

- 5.36 Operators would like to use illuminated roof top signs on their vehicles. However, there are concerns this will make PHVs more difficult to distinguish from hackneys.

Environment

- 5.37 New fuels and eco cars are not considered a priority for driver in the current financial climate.

Regulation

- 5.38 PHV operators were said not to agree with putting a limit on the number of licences as they believe the market can achieve an appropriate balance between supply and demand.

Consultation with Taxi Operators

- 5.39 Four of the main taxi companies were contacted directly to obtain their views. The issues discussed and responses received are outlined in the table below

Table: Telephone Consultation with 4 Hackney and PHV operators.

Question	Views of 4 PHV/HC Operators (No. of Views)
Is there unmet demand for hackney carriages or not?	Too many at the ranks and none are earning. (1) There are too many Hackney and PHV vehicles. (1)
If there is a drop in demand is it recession based or has it been declining over a number of years?	Decline began with the delimitation policy. (1) Actually busier during this recession due to ability to lower PHV fares. (1) A little quiet but not as bad as it could be. While work from regulars has been lost, due to recession, work has been gained from ex-chauffer driven corporate customers wanting a much cheaper service from smartly uniformed drivers and clean cars. (1) There was a really big drop in Trade before the credit crunch, compounded by the Council still issuing more plates, causing Hackneys to double rank. (1)
Would you find access to bus gates and lanes useful?	The trade would benefit if all taxis/PHV were allowed to use all bus gates/lanes. (3) Access to the bus lane on the Southern Industrial Estate going through to the Great Hollands bus lane would be most advantageous. (1) Would not make much difference but the drivers would be appreciative. (1)
Are you happy/unhappy with the number of Wheelchair Accessible Vehicles (WAV) and why?	WAV Policy for hackneys shows a lack of understanding of the Public on the part of the Council. One third of our customers request not to be sent a hackney and the Fiat Doblo is too big for the elderly over 80, who prefer saloon PHVs. (1) WAV Policy for hackneys is ridiculous. We would be lucky to pick up even one wheelchair user at a rank in a year. (1) Until 1 year ago, when lifts were installed, wheelchair users had no access to all train station platforms. (1) If disabled people need a WAV they ring for a disabled access PHV. (1) The numbers are adequate but 90% of the hackney drivers turn WAV requests down, with excuses like ramps not working or any excuse to avoid taking a wheelchair booking. (1) If any of our Hackney drivers refuse a wheelchair booking, they will be sacked. (1) WAV hackneys are every taxi company's nightmare. Virtually every Hackney driver has a policy to refuse a booking from a wheelchair user who telephone books a job. Once the work is provided to them over the radio circuit they refuse the job or go off work for a couple of hours to avoid the job. The disabled person may have tried several companies and all have acted the same. We penalise these drivers by not providing them with any calls for 2 hours. The Hackneys see it as getting back at the Authority for having to purchase a costly WAV. However, this is not getting back at the Authority, and merely affects the disabled people of Bracknell. (1)

What are your views on vehicle and driver standards?	<p>None (2)</p> <p>Council ask too much of the Trade - i.e. driver lessons, night school. (1)</p> <p>If someone is employed to just do the Airport run, then why the need for a PHV knowledge test? (1)</p> <p>Annoyed that many drivers who turn up cannot speak English which should be a requirement. (1)</p> <p>No issues as all the vehicles are new and the drivers in uniform. (1)</p>
What are your views on infrastructure and facilities?	<p>Currently adequate for the town. Difficult to assess what else is needed until town is redeveloped. (1)</p> <p>As mainly PHV, no facilities are supplied by the Council. (1)</p> <p>Hackneys rank up all around the town (1)</p> <p>More ranks needed as there are only 2 main ones at the rail and bus stations. (1)</p>
What are your views on safety and security	<p>Pubs may request 2-4 PHVs to sit at their car park and take drinkers home. Police are happy with this as it avoids drunken fights. As long as a customer approaches the PHV first and a driver calls a booking through it should be legal, but the Authority continually prevent this behaviour. (1)</p> <p>Always ensure that all drivers are CRB checked and have insurance. (1)</p> <p>OK – not many incidents. (1)</p> <p>If there is a complaint against a driver, they are immediately brought in by the Council. If a driver makes a complaint about a passenger to the Police, they hear nothing. (1)</p>
What are your views on environmental considerations?	<p>Companies are more interested in appearing green when they have money to spend. These days customers quibble over 30p on a fare. As companies bring in less business, then they have less money to promote green incentives. (1)</p> <p>No views (1)</p> <p>Too busy trying to earn a living. (1)</p> <p>All cars are new cars so they have minimum emissions. (1)</p>
What are your views on marketing and promotion	<p>Council does nothing/not interested. (3)</p> <p>No Views. (1)</p> <p>We believe in person to person contact to generate work. (1)</p> <p>Have spent 40 years looking for other premises but impossible unless one has plenty of money. (1)</p> <p>Down to individual companies. We once placed magnetic advertising boards onto the doors of PHV's, but other operators objected as they appeared to look like Hackneys. (1)</p>
Do you have a VISION for the Trade?	<p>Respect from the Council (1)</p> <p>More Facilities – want better business premises (1)</p> <p>Never tell because the best laid plans are dependant on Council policy. (1)</p> <p>Respect from school children when on school runs – cut out the verbal abuse. (1)</p> <p>If things do not pick up then a lot of taxi companies will shut down shortly. Last year we had at any time 75% of vehicles on bookings and 25% awaiting work. This has now reversed. Want more radio circuit work.</p> <p>Hackneys are lucky to get one rank booking per hour. (1)</p> <p>This company together with a Chauffeur company are raising the profile and image of the trade with their clean car and uniformed driver image. They feel the Council is apathetic to this (1)</p>
What hours do you work	24/7 (4)

Source: TPI

Stakeholder Consultation

- 5.40 A number of stakeholders were consulted either face to face, by telephone or in writing. The issues and views expressed by the stakeholders that responded to consultation are detailed below. A significant number of the stakeholders approached chose not to respond suggesting they are, in general, content with current taxi provision in Bracknell Forest.

Town Centre Manager

- 5.41 The Town Centre Manager for Bracknell in general believed the taxi service provided for the town to be adequate with plenty of vehicles available to cater for the demands that existed. He thought that if this was not the case it would be raised with him by retailers but this was not and never had been an issue that concerned them. His perception is that taxi use is high with users often sharing a taxi to and from the town. In many cases this can work out cheaper than travelling by bus. However, the footfall in the centre has reduced during the recession and this may have had a knock on effect to taxi use. He was also aware that local businesses were increasingly providing their own buses to ferry visitors from the station, meaning taxi work in this area may well have reduced.
- 5.42 The manager thought the ranks in the town were in the right places with those at the back of the British Legion, the bus and the rail station the most popular. He rarely saw people having to wait at a rank for a hackney and if they did they would not have to wait long for a vehicle to turn up. He did think the shelters at some ranks could be improved or refurbished, more seats and better information provided. He was not aware of any illegal plying for hire by PHVs.
- 5.43 There were many of the users of the town centre shopmobility scheme that accessed this by taxi. Most were thought to use one company in particular, as did the scheme when asked to book a taxi for a user. As a result the company was familiar with their needs and the manager believed they encountered few difficulties obtaining a taxi from them that was suitable, including wheelchair accessible vehicles.
- 5.44 Late night activity used to be greater than it is now. The number of nightclubs has reduced and consequently late night behaviour in the town has improved, although there can still be the occasional scuffle sometimes over a taxi. He thought most people made arrangements to be picked up from the town at night by taxi in advance with an operator rather than using a rank. Those that did usually walked to the ranks at the bus and rail station which helped to disperse crowds gathering outside the 4 main pubs and clubs that remain.
- 5.45 He believed the regeneration planned for the town would be likely to increase demand in the future, in particular from families visiting the town. However, plans for this had slowed while a further backer was found to support the development proposed. Plans include proposals to increase rank spaces at the rail and bus station. The Manager had a slight concern that if a limit was placed on hackney numbers this could be a barrier to meeting any increase in demands when development does occur.

Adult Care, Older Peoples Service

- 5.46 The representative of Adult Care thought that in general there were adequate numbers of hackneys and PHVs available. However, there were sometimes difficulties obtaining a taxi at peak times (when taxis were often undertaking contract work) and there were some disabled people that encountered

difficulties obtaining vehicles that suited their needs. In particular wheelchair users could find it difficult to get a wheelchair accessible to respond when they called to book a taxi. Those with difficulties stepping up into a vehicle or bending to get to a seat did not like the large 'space wagon' style vehicles. However, this was not considered such a problem with most of the wheelchair accessible hackneys which are mainly Fiat Doblos.

- 5.47 It was believed that some drivers had a fear of carrying disabled people as they were uncertain of how to do so. To overcome this and the above difficulties encountered drivers would benefit from disability awareness training and possibly training to raise their awareness of the potential market disabled people offered. The former had been provided free of charge in the past by the Council. However, drivers had not always taken it seriously and many did not bother to attend.
- 5.48 It was thought that demand for taxis may well have reduced recently as a result of the recession. The move to free bus passes had also probably had an impact on taxi use. However, the shift to more clients receiving direct payments was thought likely to increase the demand for taxis from older and disabled people in the future, although many would also be expected to use the 'Keep Mobile' community transport service available in the area. The representative concurred with the Town Centre manager that improvements to the Town Centre could increase demand and that infrastructure could be improved at some ranks. Currently many people were thought to prefer to visit Reading rather than Bracknell town centre.
- 5.49 Once a taxi has been obtained the service provided was generally considered of a good standard with drivers being familiar with the area, friendly and helpful. Services were considered reasonable value for money and there were no issues of overcharging.
- 5.50 More promotion of taxis would be welcome, in particular a list of operators that could be contacted to supply a wheelchair accessible vehicle and who had received disability awareness and passenger assistance training would be useful.

Broadmoor Hospital

- 5.51 The representative of Broadmoor Hospital consulted was responsible for organising volunteers at the hospital and helping with visits by patients relatives. They had encountered particular problems amongst hospital visitors seeking a taxi to get to and from the hospital. These included:
- Problems with drivers refusing to take people into the hospital grounds because of fears for their security
 - Difficulties obtaining a taxi to come to the hospital to collect visitors
 - Difficulties getting a taxi to the hospital at night
 - Significant differences in the fare charged for similar or the same journey
 - Where 2 people were sharing a taxi, each being charged the full fare
 - Derogatory comments made by drivers when journeys to the hospital were requested
 - Taxis making visitors wait while they undertook other jobs before they were prepared to undertake their booking

- Some drivers were thought to accept booking knowing they couldn't make the time requested and then to make passengers wait
 - Visitors being sent an MPV when they do not require one and being charged the surcharge for this
 - Customers being told the journey to the hospital was 'over the boundary' and being refused on this basis
 - Those needing a wheelchair accessible taxi being given various excuses by the driver for not undertaking the job (winch isn't working, forgotten the ramp, bad back, tools in the boot so no room to carry the ramp, etc)
- 5.52 There were said to be particular difficulties obtaining a hackney from the station prepared to take hospital visitors. Fares for the journey were said to vary from £7 to £15 for a one way trip. Some drivers were thought to 'take the long way round' to increase the fare.
- 5.53 Customers were said to be wary of complaining about the difficulties they encountered. A hospital visit was often stressful in its own right and many visitors had enough on their hands without wanting to get involved in making a complaint or arguing with drivers that refused to take them. People with learning difficulties found it difficult to communicate their concerns.
- 5.54 There was no direct bus service to the hospital from Bracknell, meaning for those without access to a car taxis offered the only option for getting there. As a result of the difficulties people encountered the hospital representative was considering organising a bus service for visitors.

Bracknell Forest Stroke Club

- 5.55 The representative of the Bracknell Stroke Club spoken to thought in general that taxi numbers in Bracknell Forest were adequate, although there could be difficulties obtaining a taxi at peak times when many were undertaking school or adult care contract work. They also raised a number of specific issues encountered by stroke club members seeking to access a taxi:
- Many wheelchair users were said to encounter a reluctance amongst drivers to respond to their needs.
 - Some drivers were reluctant to assist with shopping
 - Some drivers saying they are not insured to help people to/from their door
 - Drivers overcharging by going the long way around to the destination requested
 - There was thought to be some drivers that were not prepared to pick up or take people to certain areas when they were told the address
 - Taxis at ranks parked in such a way as to block dropped kerbs
 - The bus shelter at bus station gets in the way of wheelchair users that need to manoeuvre to get in the taxi
- 5.56 Increased disability awareness training was thought to be required for drivers. Also more information was wanted, especially to help identify those drivers willing and able to assist wheelchair users. There was also a need for information to help people understand the difference between a hackney and PHV. Some people with sight difficulties had difficulties reading the taxi plate or seeing the drivers badge.

- 5.57 There were thought to be many users that once they found a good and responsive driver or operator always went back to them for all their taxi needs.

Individual Wheelchair User

- 5.58 An individual wheelchair user who attended one of the consultation meetings arranged concurred with many of the points relating to wheelchair accessible taxis raised above by the representatives of Broadmoor Hospital and Bracknell Forest Stroke club. Having identified a driver with one company that they found good they tried to use them for all their journeys. However, on occasions this was not possible they encountered many of the same difficulties (obtaining a taxi, obtaining the assistance they needed, overcharging, etc) the other representatives had expressed on behalf of disabled people.

- 5.59 They also have some journeys reimbursed by the council. However, the time it took to obtain reimbursement was considered very long, leaving them out of pocket

Shopmobility

- 5.60 A written response to consultation was received from a representative for Bracknell Shopmobility. The Shopmobility scheme uses taxis a lot in Bracknell and generally use one company as they maintain a good understanding with them and perceive that the customer service standards of the drivers for that company are very high.

- 5.61 Some members of the scheme will use taxis on a daily basis. It was also noted that elderly people find it easier to use saloon cars as they are easier to get in and out of than Wheelchair Accessible Vehicles.

- 5.62 Bracknell Shopmobility felt that sometimes the following limited disabled people's use of taxis:

- Cost;
- Availability;
- Access; and
- Driver Standards

- 5.63 It was also indicated that obtaining a taxi between Monday and Saturday can be difficult and it can be difficult to get a taxi during the peak hours for school contracts. The maximum time people may have to wait for a taxi is 10 minutes.

- 5.64 The representative felt that if the number of licences in Bracknell was limited, it would affect the quality standards, reduce the amount of work for drivers and increase tension between drivers. It was also felt that the following improvements would all increase service provision:

- Safer Clamping for Wheelchairs;
- More Wheelchair Accessible vehicles;
- Better driver training; and
- Increased security.

- 5.65 Concerns were raised over some driver's attitudes towards the elderly and disabled, who don't work for Shopmobility's preferred company. It was felt that sometimes the driver would just sit in the car and not offer to assist the passenger in entering the vehicle.

Transport Development Officer

- 5.66 The Transport Development Officer was consulted regarding the proposed regeneration of Bracknell. With regards to taxi ranks he stated that the ranks for the regeneration area have already been decided upon and any suggestions emerging from the study will not change this. The British Legion rank has recently been upgraded and work is about to start to upgrade to the Station rank. The bus station rank will not be changed but a feeder rank is to be added on a nearby road.
- 5.67 No height restrictions are in place at ranks now or intended in the future so Doblos and other high roof vehicles should not encounter any problems in this respect.
- 5.68 Priority is being given to development of public bus services to address the 'green agenda - all of which are low floor. The Council have set targets for increased patronage on buses and as a result these are currently the main focus of transport officers. A slight increase in patronage has already been achieved.
- 5.69 BFBC is also supporting development of the Keep Mobile, Community transport, service although there are some concerns that journeys on this can take too long. Keep Mobile drivers are considered more considerate towards the needs of disabled people than taxi drivers who have a reputation for not taking wheelchair users due to the time it takes them to get in and out of the vehicle.

School Provision and Transport, Bracknell Forest Council

- 5.70 A representative for School Provision and Transport team for Bracknell Forest Council was spoken to by telephone. One of the roles of the team is the procurement of taxis for schools.
- 5.71 The type of taxi used depends on the Child so the style of taxi required is always stated. The department have a list of six companies that they will contact if they need a school contract and these are planned up to a year in advance. The companies on the list have to comply with comprehensive guidelines.
- 5.72 It was felt that a limit on hackney numbers would increase the cost of taxis, increase passenger waiting times and would give users less choice.
- 5.73 The representative was happy with the current standards of taxis but would like a limit on the age of the vehicles, a limit on vehicle mileage and access to more wheelchair accessible vehicles.

Manager, Dezure Nightclub

- 5.74 The manger of the Dezure nightclub was also consulted as part of the study due to the proximity of a taxi rank to the Nightclub. The manager was happy with the rank outside the club and was unsure if the number of Hackneys and PHVs was currently adequate.
- 5.75 It was felt that there were no issues with the current taxi market within Bracknell and the Manager could not see any problems should deregulation be maintained in the area. It was suggested that some improvements in security for passengers would be beneficial.

Head Receptionist, Waitrose Supermarkets Headquarters, Bracknell

- 5.76 The head receptionist of Waitrose HQ was consulted. They are responsible for the organisation of taxis to and from Bracknell station for clients visiting Waitrose offices on one of the Business Parks in the area.
- 5.77 Currently, there are minibus services operated for employees between the train station and the offices. These services operate for 2.5 hours in both the morning and evening. There are currently 5 minibuses and the average journey time is 4 minutes. Should taxis be required, they are exclusively booked through one taxi company that operates within the Bracknell area.
- 5.78 Currently, taxis are used to and from the site everyday using a mixture of Hackneys and PHVs. It was felt that the current supply of Hackneys and PHVs was adequate as was the supply of Wheelchair Accessible Vehicles.
- 5.79 No difficulties have been experienced in obtaining a taxi due the account with Waitrose's preferred taxi supplier. There have also never been any problems with personal security.
- 5.80 With regards to the regulation of taxi numbers, it was felt that companies in the area had been cutting down on taxi journeys and that the recession was naturally regulating the amount of taxis in operation in the local area.

Deputy Manager, Sainsburys, Bracknell

- 5.81 Sainsbury's currently do not have a direct telephone line to any taxi companies but do regularly order taxis for the mobility impaired and the elderly. This is done from customer services and no specific operator is used. PHVs are usually ordered for customers.
- 5.82 The representative felt that the current supply of Hackneys and PHVs is adequate in Bracknell but there needs to be more wheelchair accessible vehicles. There have been no issues with drivers and the level of customer service in Bracknell.
- 5.83 Sunday is the most difficult day to obtain a taxi but there are no other issues during any other day of the week. Cost is the one limitation on the supermarkets use of taxis.
- 5.84 It was felt that there would be no problems should limits on the number of taxis operating in Bracknell be introduced. The respondent noted that demand had reduced over the past few months due to the recession and that the numbers of taxis were being naturally regulated through market forces.

Bracknell Access Advisory Panel

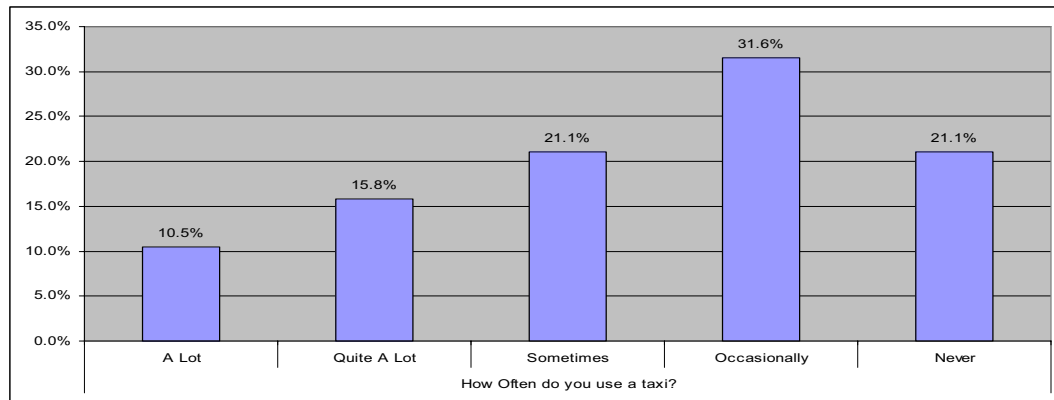
- 5.85 A representative of the consultant attended the panel in August to discuss members' experience of using taxis. A number of issues were discussed and the following points were noted:
- 5.86 Parish and Town Councils in the area should be contacted as part of the community engagement to gather information for the study.
- 5.87 It would be useful to have shelters and more seating at taxi ranks.
- 5.88 It was queried whether there could be a free taxi service for disabled groups for occasional social outings. It was noted that there was no token system in

Bracknell Forest and that taxi companies would need to respond on a commercial basis.

- 5.89 Community transport such as Keep Mobile could be contacted for social outings and other travel requests but travel would need to be arranged with at least 48 hours notice.
- 5.90 It was suggested that taxis were expensive and it was queried whether more affordable services could be made available. However, it was noted that costs for transport would need to be met somewhere.
- 5.91 A list of accessible taxis/vehicles, operated by drivers trained in disability awareness and passenger assistance, available in the area would be useful and could be circulated widely to advertise the services available. It would also be useful to know which taxi companies disabled people had used before and could recommend.
- 5.92 Taxi ranks did not always have a dropped kerb for easier accessibility
- 5.93 Availability of taxis, especially wheelchair accessible vehicles in the outlying areas of the Bracknell Forest such as Crowthorne and Sandhurst was reported to be an issue, although at certain times of the day it was also difficult to find a taxi at the less popular ranks in Bracknell Town Centre.
- 5.94 Wheelchair users appeared to encounter the greatest difficulties obtaining a taxi with some suggesting they could call a number of different companies without being able to book the vehicle they required.
- 5.95 It would be useful to have a phone number at taxi ranks for people to call when a taxi was not available.
- 5.96 It was noted that it could be difficult for older people or those with mobility problems to climb into wheelchair accessible taxis but this was an issue that Central Government were aware of and were looking into.

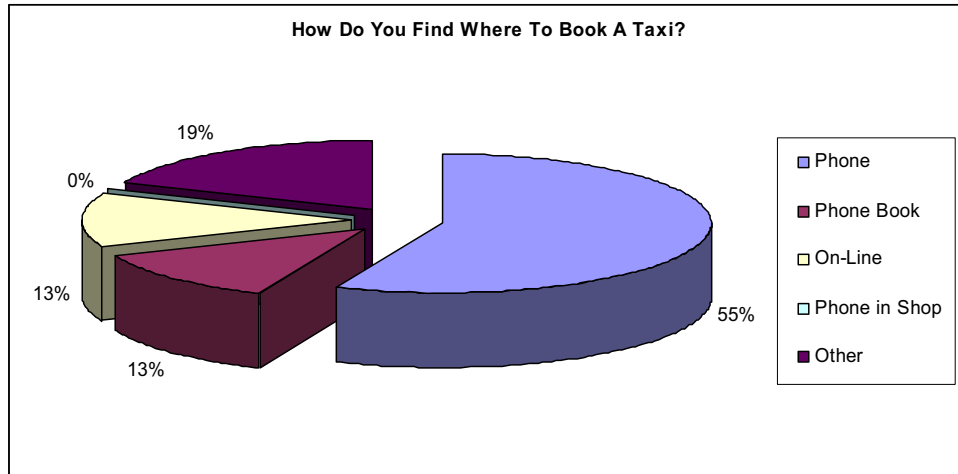
Individual Stakeholders

- 5.97 A questionnaire was distributed to individual stakeholders, who are mobility impaired or socially excluded, via a number of community networks. Twenty five responses to the questionnaire were received as follows.



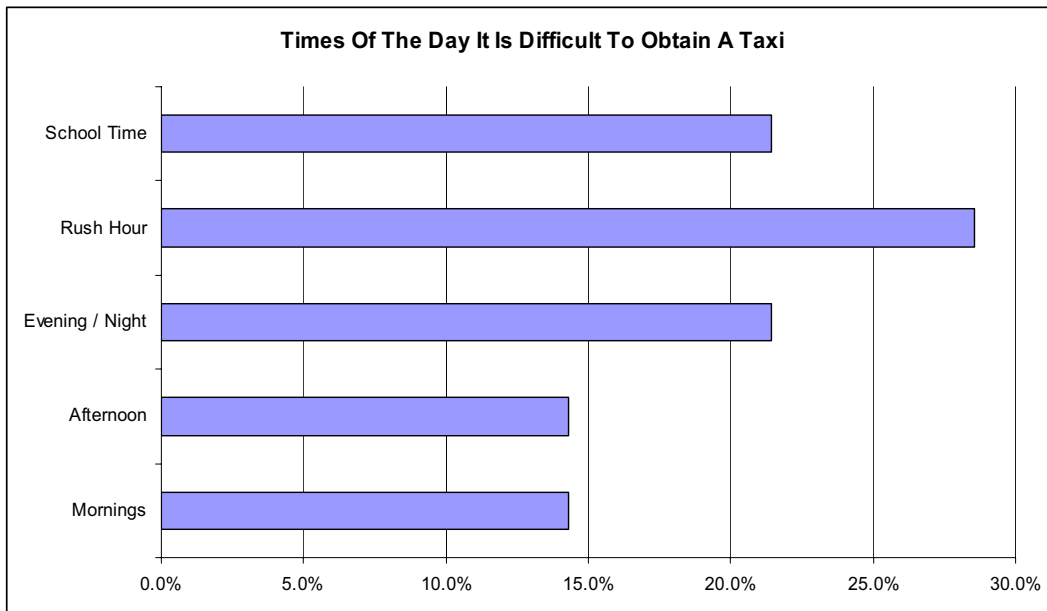
Source: TPI

5.98 When asked about frequency of taxi use the majority of respondents said “Occasionally”, almost 22% of respondents answered “Never”.



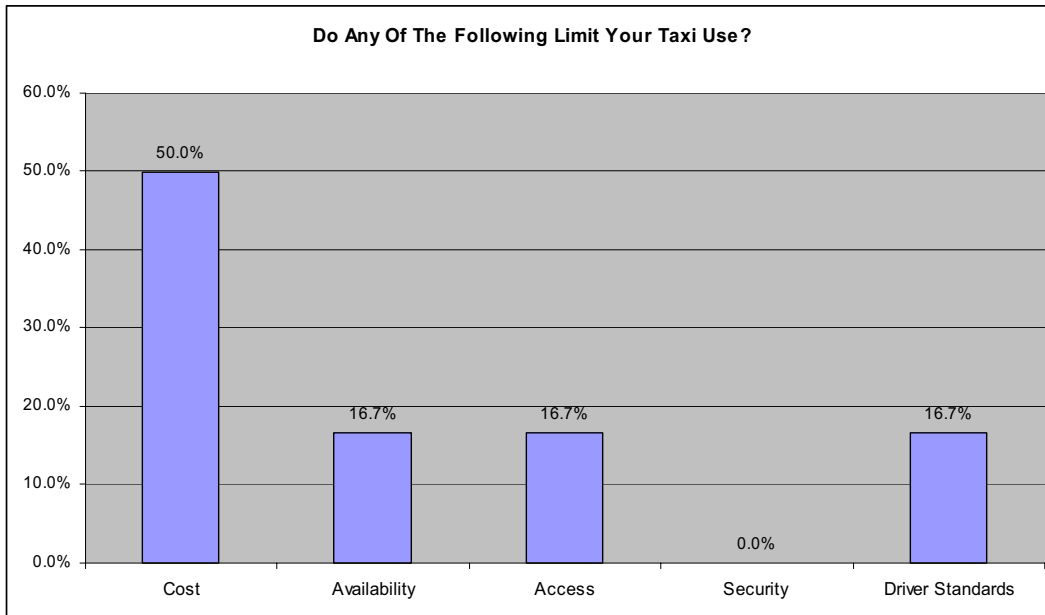
Source: TPI

5.99 Respondents were asked about the availability of information for booking a taxi. The majority of respondents indicated that they keep the information / phone number of a preferred operator on their phone or mobile phone and use that.



Source: TPI

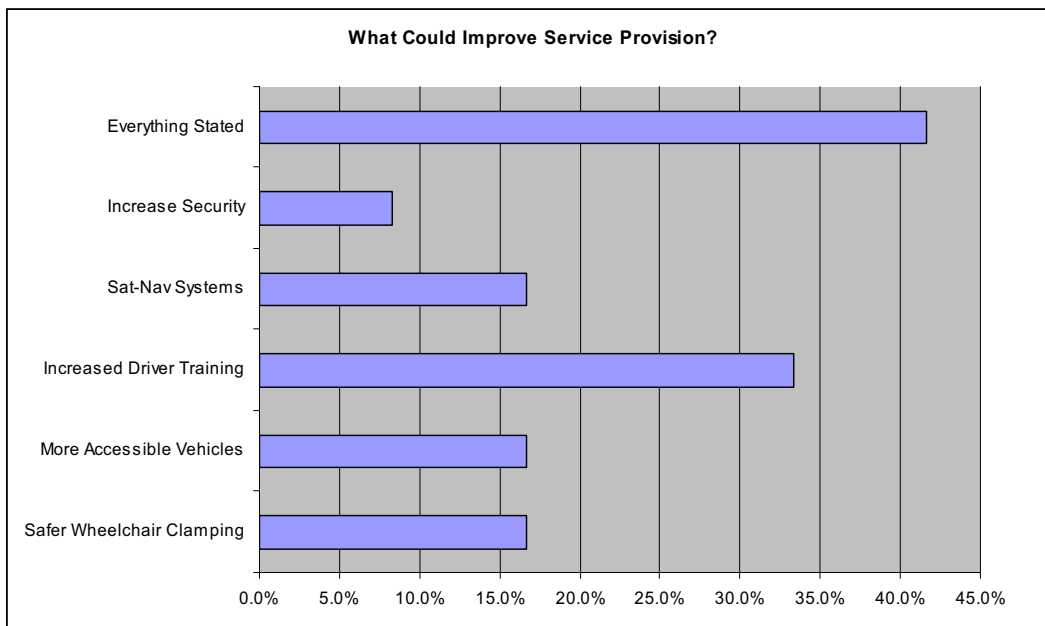
5.100 “Rush Hour” was stated as one of the times where it is most difficult to obtain a taxi with over 25% of respondents saying so. “School Time” and “Evening / Night” also appeared to be a difficult time for obtaining a taxi.



Source: TPI

5.101 Half of all respondents suggested that the factor limiting their use of taxis was cost. None felt that security was an issue.

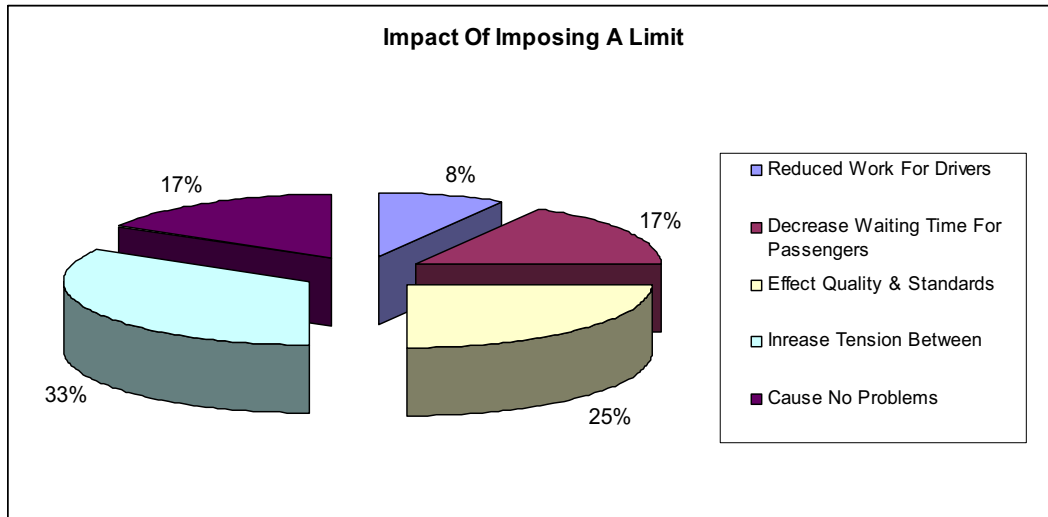
5.102 As a follow up to the previous question respondents were asked what they thought needed to be addressed to improve service provision. The results were as follows.



Source: TPI

5.103 Amongst the individual suggestions; Increased Driver Training came out as an important factor with over 30% of respondents picking it. However, the largest majority (42%) chose every option, meaning they felt everything suggested would improve the service rather than just select issues.

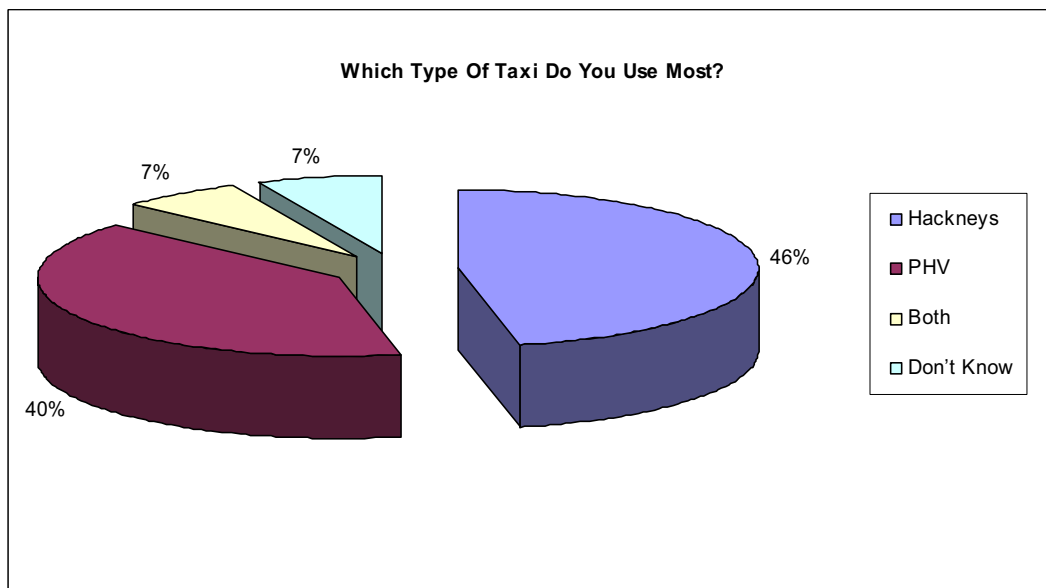
5.104 Respondents were asked what they thought the impact of limiting taxi numbers would be.



Source: TPI

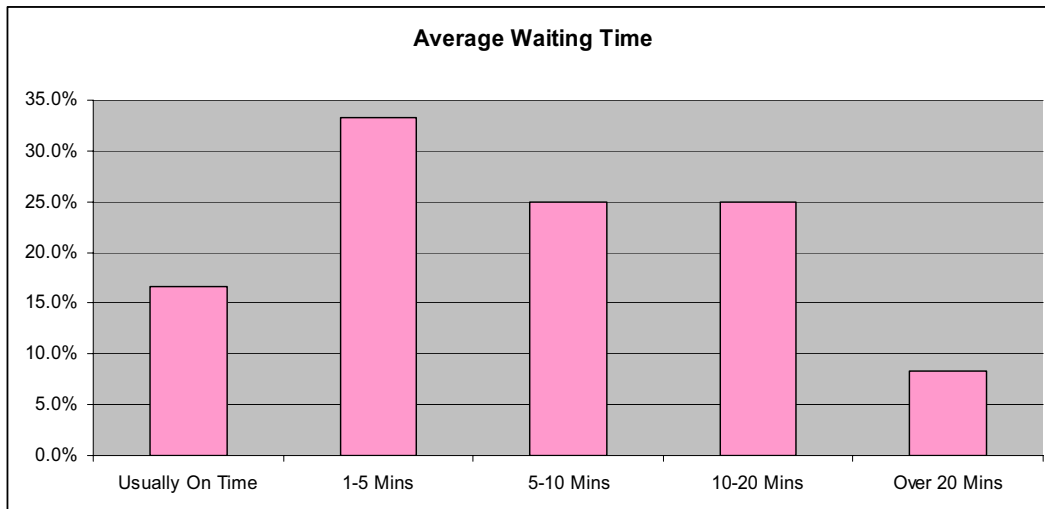
5.105 The most frequent response was increased tension between drivers which received a third of all responses. The impact on “Quality and Standards” was also notable as it received a quarter of responses.

5.106 When asked which “type” of Taxi they used most the respondents were almost evenly split between Hackney and PHV use. Far less used both and only a few didn't know.



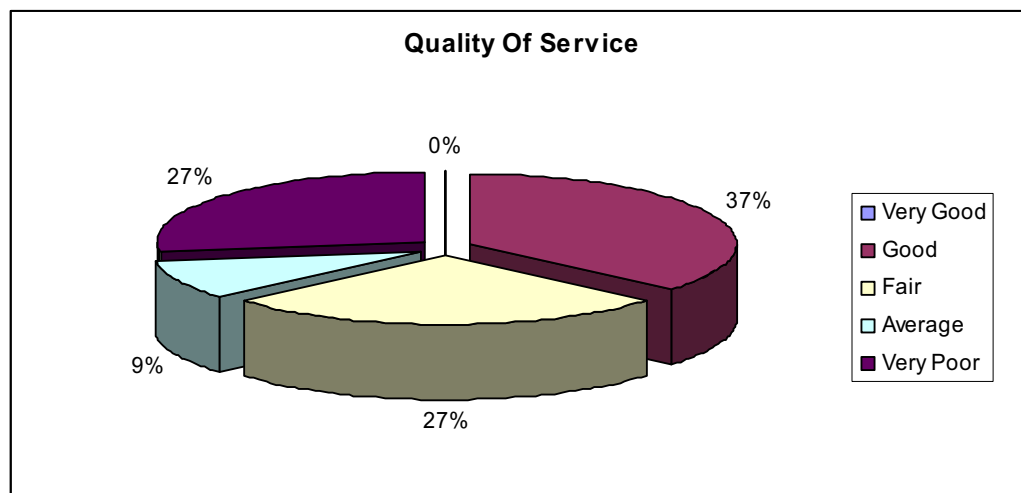
Source: TPI

5.107 When asked about the average waiting time for obtaining a taxi (by any means) the most common waiting time was between 1-5 minutes. Just over 8% of respondents had to wait over 20 minutes on average.



Source: TPI

5.108 Finally, respondents were asked how they perceived the quality of service offered.



5.109 37% of respondents perceived quality of service to be “Good”, no-one said the service was very good suggesting this demographic group believe there is some room for improvement.

5.110 The following additional comments were made by respondents

- Bus station rank is often over-crowded
- Should be less taxi-vans (*Mini-buses*) and more taxis (*Hackney Carriages*) – Sliding doors are difficult for the elderly
- Never seen a wheelchair user at Bus Station
- There should be a list of accessible taxi firms to phone
- British Legion rank could be improved
- Driver should help more i.e. with seatbelt
- Some drivers have a bad attitude and can be very rude
- Drivers English should be improved

6 CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Current Demand

- 7.1 On the basis of the analyses conducted we conclude that the weight of evidence suggests significant unmet demand for taxis in general and hackney carriages, in particular, does not exist at this time in Bracknell Forest. With 1,337 residents per hackney, the overall supply appears adequate. This compares with a mean of 1,669 residents per hackney across 100 previous studies undertaken by TPI.
- 7.2 A value of 4 for the indicator of significant unmet demand for the rank based market for hackney carriages is clearly well below the threshold of 70 to 90, above which unmet demand is considered to exist. A conclusion of no unmet demand is also supported by the majority of those responding to the on street survey being satisfied with the delay in obtaining a taxi from a rank (88.9%) and by telephone (86.4%). Those satisfied with the delay when hailing a hackney in the street was lower at 69.2% but still over two thirds of all respondents. Similarly the majority (67%) regarded the availability of hackneys as being good or very good and only 4.6% believed availability was below average.
- 7.3 Only 11.4% of the members of the public responding to the on street survey said they had experienced problems obtaining a taxi when they needed one. However, there were some concerns raised by others consulted that they could encounter difficulties obtaining a taxi at peak times, such as the times when taxis are contracted to undertake school contracts or during the rush hour. This was also the experience for between 20% and 25% of disabled and socially excluded people consulted. Obtaining a taxi at night was also said to be a problem for a similar proportion of this group of the population.
- 7.4 It is notable that while all 315 taxi drivers were given the opportunity and encouraged to respond to consultation, only 25 responses were received. Of these all but 2 drivers felt that the supply of hackneys was adequate and all but 1 that PHV supply was adequate. Asked specifically if they were aware of unmet demand for taxis 17 drivers said they were not and only 2 that they were. Neither of the latter drivers expanded on their answer to indicate what these unmet demands were.
- 7.5 The Hackney forum (BLTF) members believed demand had been reducing for some time and that the recession had made it worse, along with the use of minibuses by companies for staff, replacing their use of taxis. The members also thought there had been a sharp rise in the numbers of private hire vehicles and that these were taking an increased share of the market, while the accessibility policy introduced by the Council had impacted on the type of work that could be undertaken by hackneys. PHV forum members agreed that demand had reduced in recent years and in particular during the recession. They suggested that more people are walking to work and large companies in the area had reduced their reliance on taxis. They also highlighted a lack of local journeys compared to journeys to places such as Reading or Windsor.
- 7.6 When taxi operators were asked if unmet demand existed one of the four consulted responded by suggesting there were actually too many hackneys at the ranks and another that there were too many hackneys and PHVs in general.

The average delay, of 19.03 minutes, observed for hackneys waiting at a rank for a passenger also lends some support to this concern. All operators consulted believed that demand had reduced in recent years, although 2 of the 4 suggested the recent recession had in fact assisted in bolstering trade.

- 7.7 When asked what they thought would be the impact of an increase in the number of hackney licences issued the majority of drivers responding to consultation (24 drivers) thought that this would lead to less work for each driver. Other significant affects suggested were a loss of revenue (15 drivers) and a drop in standards (12 drivers). Others consulted felt less able to express a view, although when asked specifically if a limit on hackney licences should be introduced some made a point of suggesting market forces were already doing the job of managing numbers adequately. This view is also supported by the balance of supply and demand at ranks being in equilibrium 88% of the time and the ongoing reduction in hackney licences issued by the Council.
- 7.8 The members of the hackney forum were keen to see a limit on hackney licences introduced. The members of the PHV forum disagreed with the introduction of a limit and thought optimising supply and demand should be left to market forces. Disabled people and those who are socially excluded raised concerns that introducing a limit would increase tensions amongst operators, reduce quality standards and could make it more difficult to obtain a hackney. The Town Centre Manager raised a concern that if a limit were to be introduced this might prevent there being enough taxis available to respond to any increase in trade that developments to the town might generate.

Demand Profile

- 7.9 The overall profile for taxi use in the Borough appears fairly similar to that found nationally. Amongst the members of the public consulted through the on street survey 46.2% obtained a hackney from a rank and 35.9% booked it by telephone. There was also a significant proportion (17.9%) that hailed a hackney in the street. Amongst PHV users 82.8% said they booked by telephone. However, there were also 12.1% who said they obtained the PHV from a rank and 5.1% who said they had flagged a PHV down in the street, despite having identified themselves or being advised that this was illegal.
- 7.10 The written responses from taxi drivers suggest a slightly different profile with a greater proportion of hackney journeys said to originate from ranks and for PHVs from telephone bookings. Only a small proportion of the demand for hackney drivers was said to arise from telephone bookings and even less from contracts or being hailed in the street. For PHV drivers the only other source of demand was said to be contract work. However, this profile is from only a small sample and therefore could simply suggest the hackney drivers choosing to respond to consultation were those who rely most on ranks for their work
- 7.11 There were 12.6% of on street survey respondents that said they had no need to use a hackney. The majority of respondents used taxis infrequently (once a month). Leisure is the most frequent purpose of use.
- 7.12 The majority (56% Hackney; 67% PHV) of respondents to the on street survey consider they obtain value for money for the fare they pay taxi operators. However, cost was also raised as the most significant factor limiting taxi use. Estimates made by the general public of the cost of a 3 mile hackney or PHV journey are on average within £1 of the actual cost suggesting they are reasonably aware of the true costs of use.

- 7.13 Overall there are an estimated 3,781 passenger departures per week from ranks and 4,578 hackney cab departures. The busiest ranks with respect to passenger departures are the rail station, the bus station and the British Legion. Other ranks operate at levels significantly lower than these and there are a number of ranks at which no demand or hackneys at all were observed, including all rank based outside of Bracknell town centre. Peaks in demand are limited but where they occur relate closely to the times people suggested they had most problem obtaining a taxi.
- 7.14 The majority of on street survey respondents stated that they waited less than 5 minutes for a taxi at a rank, with the average wait being reported as 3 minutes. Rank observations identified the actual average waiting time as only 0.2 minutes, while the average wait of hackney for a passenger was identified as 19 minutes, rather longer than the average found for the 100 previous studies undertaken by TPI.
- 7.15 Cost (36%) was the most frequent reason stated for not using hackneys more often, with a further 16% stating that it was because they have a car available.
- 7.16 There was no specific evidence from observations that illegal plying for hire was taking place at ranks. However, there were some PHVs (8% of all taxis observed) observed dropping off and picking up passengers at ranks. The on street survey also identified some members of the public that said they had obtained PHVs at ranks and by hailing them in the street (see 7.9 above).

Latent Demand

- 7.17 The weight of evidence indicates there is no significant unmet demand, However, there is some evidence that latent demand may exist both in outlying areas and amongst disabled people, especially wheelchair users. In the case of the former this was raised in relation to Sandhurst and Crowthorne by disabled people attending the Bracknell Access Advisory Panel. A number of those responding to a question in the on street survey about where a new rank was needed also mentioned out of town locations, with Sandhurst (4) and outside town (4) each receiving the greatest number of responses. However, when the existing ranks at these locations were observed there was no evidence that they were being used by either hackneys or potential passengers.
- 7.18 Most of the individual wheelchair users or their representatives consulted had experienced some difficulties getting taxis to respond to their needs and some thought drivers would often offer excuses rather than respond. This was supported by one of the operators consulted who suggested drivers may deliberately not respond to demands from wheelchair users in order to prove the Council wrong in its policy of requiring all hackneys to be wheelchair accessible. Other trade representatives suggested that demand from this group of the population was small and that requiring hackneys to be wheelchair accessible had caused them to introduce vehicles that were less well suited to other aspects of the taxi market. No wheelchair user was identified amongst the passengers waiting at ranks during the rank observations.
- 7.19 Disabled people consulted thought driver training was needed in particular in terms of disability awareness, passenger handling and awareness of the market. Information was also sought on those operators that were considered to be responsive, had received training and who had demonstrated good practice when serving disabled people.

Quality Considerations

- 7.20 A number of other quality considerations were raised by those consulted, as follows:
- 7.21 Alongside cheaper fares (58.7%) and more taxis (16.2%) there were 7.4% of the general public in the on street survey that sought better customer care. Amongst disabled people and those who are socially excluded more accessible vehicles, safer clamping of wheelchairs and use of satellite navigation were sought by 16% of respondents.
- 7.22 A need for improved knowledge of the area and improved language skills was identified by both some drivers and other consulted.
- 7.23 Drivers would welcome access to bus gates in the town, especially the Great Hollands bus gate leading to the Southern Industrial Estate.
- 7.24 New ranks were sought by drivers outside Angels Night Club and possibly by the Admiral Cunningham. There were also nearly 10% of the general public that sought new ranks across a range of different locations with the most common suggestions being in Sandhurst and outside the town.
- 7.25 The rank audit highlighted some shortcomings at ranks in terms of a lack of information or contact numbers to use if there was no hackney present, a lack of shelter for passengers and some access difficulties for wheelchair users.

Licensing Options

- 7.26 While there is currently no significant unmet demand in Bracknell Forest there is potentially latent demand in areas outside the town of Bracknell and especially amongst wheelchair users. There are also a number of ranks that are either underused or redundant both within Bracknell itself and in the surrounding areas.
- 7.27 Alongside this while the market is in equilibrium most of the time there is an over supply of hackneys at the most commonly used ranks at least some of the time and this results in a higher than average delay in the time it takes for hackneys to pick up a passenger at these ranks. Taken together the above suggests there may be an opportunity for some hackneys to develop the market in these areas rather than concentrating solely on the main ranks.
- 7.28 Introducing a limit on hackney licences would tend to favour drivers by protecting their business interests. However, it could discourage drivers pursuing market development opportunities such as that outlined above and is something of a blunt instrument for optimising supply and demand that would require substantial ongoing monitoring to identify times when the limit may need to be altered to accommodate changes in the market available.
- 7.29 Retaining the current policy of not having a limit on hackney licences will tend to favour passengers over the viability of hackney operators, although there are other alternatives that can be used in conjunction with this to limit hackney numbers, such as the use of quality standards.
- 7.30 In the absence of any significant unmet demand the Council can choose to:
- Impose a limit at the current level of 82 Hackney licences;
 - Impose a limit at a higher level
 - Continue to issue that number of Hackney Carriage licences as it sees fit,

7.31 The study has not identified any particular circumstances in Bracknell Forest to suggest which of these approaches should be applied. The evidence, in terms of what might be most appropriate is marginal, with preferences expressed tending to be aligned with those most likely to benefit from that choice. The choice is therefore not obvious. Ultimately the decision is a political one and for that reason from the outset the consultant has made it clear the study is intended to inform the decision not to identify or recommend the decision that should be made. However, for further information we provide below a summary of some of the key positive and negative impacts that need to be taken into account when making the choice:

Option	Positives	Negatives
Impose a limit at the current level of 82 licences	Most likely to sustain operator viability Most likely to maintain current service quality	Little scope for increased Does not encourage operators to diversify provision Least likely to encourage development of latent demand Introduces a 'premium' on hackney licences Requires regular unmet demand surveys to justify the limit
Impose a limit at a higher level than the current 82 licences	Provides for development growth while introducing some protection for the business interests of current operators Can address demand for more accessible taxis Can meet some demands for increased vehicle provision Can allow specific entry requirements to be attached to the new licences available	Offers neither the benefits of introducing a limit or of maintaining deregulation Introducing a higher limit would require further study to establish by how much it should be raised. This will require modelling of demand for underused ranks and calculating the extent of other latent demand. Risks introducing too many hackneys for the market to sustain
Maintain de-regulation	No change to current systems Can maintain or improve service quality through entry standards and controls Responsive to change in the market Most closely meets thrust of national policy Most likely to bring consumer benefits Most likely to meet the demands of those consulted who sought	Can generate excessive competition for prime demand Can cause a reduction in service quality unless this is controlled through entry standards Can require substantial administration and enforcement effort New licence holders cannot easily be required to serve particular or new aspects of the taxi market Can lead to a reduction in

Option	Positives	Negatives
	increased numbers of taxis	the viability/sustainability of operators

Recommendations

- Based on our analyses, Bracknell Forest Council has the discretion to either:
 - iv) Impose a limit at the current level of 82 Hackney licences;
 - v) Impose a limit at a higher (or lower) level;
 - vi) Continue to issue that number of Hackney Carriage licences as it sees fit.
- It is recommended that if any change to the current licensing policy is proposed this should be reviewed in the light of any new DfT guidance to licensing authorities, expected to be published towards the end of 2009.
- It is recommended that opportunities to provide new ranks at the Angels Nightclub and in Sandhurst and improvements to facilities at existing ranks (improved information or contact numbers to use if there is no hackney present, shelter for passengers and improved access for wheelchair users) as highlighted by the rank audit (see 3.40) are explored.
- It is recommended that efforts should be made to encourage operators and drivers to address areas of potential latent demand by operating at peak times, serving more of the existing ranks, serving areas outside of Bracknell town centre and being more responsive to the demands of wheelchair users.
- To address service accessibility, service quality and standards of customer care issues identified, consideration should be given to:
 - In the short term*
 - encouraging drivers to seek training in understanding the market opportunities offered by disabled people, passenger handling, disability awareness, customer care, knowledge and where appropriate language skills
 - providing information on the difference between Hackneys and PHVs and promoting the use of legitimate vehicles
 - ongoing monitoring of the outcomes of the above through customer surveys and random use of mystery passengers
 - In the longer term*
 - consideration of a more comprehensive quality taxi partnership (QTP) approach to increase liaison between licensing authority, police, other stakeholders and operators, provide a framework for bringing about mutually beneficial improvements across the taxi sector and a quality mark to participating operators, as has been found to be effective in other authorities.
 - the framework provided by a QTP could also be useful for facilitating discussion on how best to optimise supply to address peaks in demand, delays, congestion issues at ranks, environmental issues, markets available and the formation of standard frameworks for taxi commissioning, etc.
- The licensing authority should encourage operators and drivers to promote their services on a collective basis.

- The licensing authority should seek to collate information on which operators and drivers operate wheelchair accessible vehicle/s, using drivers trained in the care of disabled people and are responsive to their needs and publish this as part of a guide to accessible taxis.
- The licensing authority should consider how it might assist those put off using taxis by the cost, perhaps by improving opportunities for taxi sharing or encouraging users to negotiate over the fare proposed.
- The licensing authority should consider the request of hackney operators and drivers for access to bus gates, especially the Great Hollands bus gate.
- Future Transport Strategies and policy documents should take account of this report.

APPENDIX 1

DfT Guidance 2006



Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

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October 2006

Introduction

1. This Guidance is issued with the aim of assisting those local authorities in England and Wales that have responsibility for the regulation of the taxi and private hire vehicle (PHV) trades.
2. The Guidance follows the publication in November 2003 by the Office of Fair Trading of a market study of the regulation of taxis and PHVs in the UK. One of the recommendations of that study was that the Department for Transport (DfT) should produce guidance on best practice for the local licensing authorities concerned. The Guidance is issued in fulfilment of that recommendation.
3. However, it will be appreciated that it is for individual licensing authorities to reach their own decisions both on overall policies and on individual licensing matters, in the light of their own views of the relevant considerations.
4. The Department consulted on a draft version of the guidance in the autumn of 2005. We are grateful for all the views expressed on that draft. A summary of the consultation responses and our reaction to them is available on the DfT web-site. Some respondents to the consultation draft felt that the document should be made more prescriptive whilst others felt that the draft struck the right balance in this respect. Taxi and private hire vehicle legislation makes it clear that it is primarily for local licensing authorities to make decisions on the matters covered in this guidance. Furthermore, it is right that local circumstances and requirements are taken into account in making these decisions in each licensing area. So we have in general resisted the calls for the guidance to be more prescriptive. The key purpose of the guidance remains, as proposed in the draft version, to assist local decision-making by setting out the main considerations authorities might wish to take into account in reaching the right balance between costs and benefits in determining the licensing policies for their area.

The Role of Taxis and PHVs

5. Taxis (more formally known as hackney carriages) and PHVs (or minicabs as some of them are known) play an important part in local transport. In 2003 some 650 million journeys were made by taxi and PHV in Great Britain, and households spent around £3 billion on taxi and PHV journeys; spending by businesses and foreign visitors was a substantial extra figure. Taxis and PHVs are used by all social groups; low-income young women (amongst whom car ownership is low) are one of the largest groups of users.

6. Taxis and PHVs are also increasingly used in innovative ways - for example as taxi-buses - to provide innovative local transport services (see paras 63-66).

The Role of Licensing: Policy Justification

7. The aim of local authority licensing of the taxi and PHV trades is to protect the public. Local licensing authorities will also be aware that the public should have reasonable access to taxi and PHV services, because of the part they play in local transport provision. Licensing requirements which are unduly stringent will tend unreasonably to restrict the supply of taxi and PHV services, by putting up the cost of operation or otherwise restricting entry to the trade. Local licensing authorities should recognise that too restrictive an approach can work against the public interest - and can, indeed, have safety implications.

8. For example, it is clearly important that somebody using a taxi or PHV to go home alone late at night should be confident that the driver does not have a criminal record for assault and that the vehicle is safe. But on the other hand, if the supply of taxis or PHVs has been unduly constrained by onerous licensing conditions, then that person's safety might be put at risk by having to wait on late-night streets for a taxi or PHV to arrive; he or she might even be tempted to enter an unlicensed vehicle with an unlicensed driver illegally plying for hire.

9. Local licensing authorities will, therefore, want to be sure that each of their various licensing requirements is in proportion to the risk it aims to address; or, to put it another way, whether the cost of a requirement in terms of its effect on the availability of transport to the public is at least matched by the benefit to the public, for example through increased safety. This is not to propose that a detailed, quantitative, cost-benefit assessment should be made in each case; but it is to urge local licensing authorities to look carefully at the costs - financial or otherwise - imposed by each of their licensing policies. It is suggested they should ask themselves whether those costs are really commensurate with the benefits a policy is meant to achieve.

Scope of the Guidance

10. This guidance deliberately does not seek to cover the whole range of possible licensing requirements. Instead it seeks to concentrate only on those issues that have caused difficulty in the past or that seem of particular significance. Nor for the most part does the guidance seek to set out the law on taxi and PHV licensing, which for England and Wales contains many complexities. Local licensing authorities will appreciate that it is for them to seek their own legal advice.

Consultation at the Local Level

11. It is good practice for local authorities to consult about any significant proposed changes in licensing rules. Such consultation should include not only the taxi and PHV trades but also groups likely to be the trades' customers. Examples are groups representing disabled people, or Chambers of Commerce, organisations with a wider transport interest (eg Transport 2000 and other transport providers), womens' groups or local traders.

Accessibility

12. Local licensing authorities will want to consider how accessible the vehicles they license as taxis are for disabled people (which includes - but is not limited to - people who need to travel in a wheelchair).

13. Licensing authorities will know that the Department has for some years now been working on proposals which would substantially improve taxi provision for people with disabilities. This work is continuing and an announcement will be made in due course. In the meantime licensing authorities are encouraged to introduce taxi accessibility policies for their areas. The Department's letter to local licensing authorities of 9 September 2002, the relevant part of which was repeated in the letter of 16 June 2004, gave more detailed guidance.

14. Different accessibility considerations apply as between taxis and PHVs. Taxis can be hired on the spot - in the street or at a rank - by the customer dealing directly with a driver; but PHVs can only be booked through an operator. It is important that a disabled person should be able to hire a taxi on the spot with the minimum delay or inconvenience, and having accessible taxis available helps make that possible. For PHVs, it may be more appropriate for a local authority to license any type of saloon car, noting that some PHV operators offer accessible vehicles in their fleet.

Existing duties under the Disability Discrimination Act 1995 (DDA)

15. Since 31 March 2001 licensed taxi drivers in England and Wales have been under a duty (under s.37 of the Disability Discrimination Act 1995) to carry guide, hearing and other prescribed assistance dogs in their taxis, without additional charge. Drivers who have a medical condition that is aggravated by exposure to dogs may apply to their licensing authority for exemption from the duty on medical grounds. Any other driver who fails to comply with the duty is guilty of a criminal offence and liable, on summary conviction, to a fine of up to £1,000. Similar duties covering PHV operators and drivers have been in force since 31 March 2004.

16. Enforcement of the duties is the responsibility of local licensing authorities. It is therefore for authorities to decide whether breaches should be pursued through the courts or considered as part of the licensing enforcement regime, having regard to guidance issued by the Department.

Duties under the DDA , as amended by the Disability Discrimination Act 2005

17. The Disability Discrimination Act 2005 amended the DDA 1995 to enable the Government to lift the exemption in Part 3 of that Act for operators of transport vehicles. The amendment allowed for the exemption to be lifted for different services, at different times and to different extents. Regulations have been made to lift the exemption in relation to vehicles used to provide public transport services, including taxis and PHVs, as well as for vehicle hire services and breakdown services. These Regulations come into force on 4 December 2006 and will effectively apply certain duties in Part 3 of the DDA 1995 to providers of transport services who provide such services through the use of specified vehicles. In order to meet these new duties, licensing authorities will be required to review any practices, policies and procedures that make it impossible or unreasonably difficult for a disabled person to use their services. The Disability Rights Commission (DRC) has produced a Code of Practice to explain the new Part 3 duties for the transport industry. This is on the DRC's website at www.drc-gb.org. The Code is a supplement to, and should be read in conjunction with, the Code of Practice for Part 3 of the Act: Rights of Access to Services and Premises, which is also on the website. An example of responding to these new duties would be providing - for use in informing passengers - Braille cards to those drivers exempted from the duty to carry prescribed assistance dogs.

Vehicles

Specification of Vehicle Types That May Be Licensed

18. The legislation gives local authorities a wide range of discretion over the types of vehicle that they can license as taxis or PHVs. Some authorities specify conditions that in practice can only be met by purpose-built vehicles but the majority license a range of vehicles.

19. Normally, the best practice is for local licensing authorities to adopt the principle of specifying as many different types of vehicle as possible. Indeed, local authorities might usefully set down a range of general criteria, leaving it open to the taxi and PHV trades to put forward vehicles of their own choice which can be shown to meet those criteria. In that way there can be flexibility for new vehicle types to be readily taken into account.

20. It is suggested that local licensing authorities should give very careful consideration to a policy which automatically rules out particular types of vehicle or prescribes only one type or a small number of types of vehicle. For example, the Department believes authorities should be particularly cautious about specifying only purpose-built taxis, with the strict constraint on supply that that implies. (There are at present only two designs of purpose-built taxi.) But of course the purpose-built vehicles are amongst those which a local authority could be expected to license. Similarly, it may be too restrictive to automatically rule out considering Multi-Purpose Vehicles, or to license them for fewer passengers than their seating capacity (provided of course that the capacity of the vehicle is not more than eight passengers).

Imported vehicles: type approval (see also "stretched limousines", paras 26-28 below)

21. It may be that from time to time a local authority will be asked to license as a taxi or PHV a vehicle that has been imported independently (that is, by somebody other than the manufacturer). Such a vehicle might meet the local authority's criteria for licensing, but the local authority may nonetheless be uncertain about the wider rules for foreign vehicles being used in the UK. Such vehicles will be subject to the 'type approval' rules. For passenger cars up to 10 years old at the time of first GB registration, this means meeting the technical standards of either:

- a European Whole Vehicle Type approval;
- a British National Type approval; or
- a British Single Vehicle Approval.

Most registration certificates issued since late 1998 should indicate the approval status of the vehicle. The technical standards applied (and the safety and environmental risks covered) under each of the above are proportionate to the number of vehicles entering service. Further information about these requirements and the procedures for licensing and registering imported vehicles can be seen at www.dft.gov.uk/stellent/groups/dft_roads/documents/page/dft_roads_506867.hcsp.

Vehicle Testing

22. There is considerable variation between local licensing authorities on vehicle testing, including the related question of age limits. The following can be regarded as best practice:

- **Frequency of Tests.** The legal requirement is that all taxis should be subject to an MOT test or its equivalent once a year. For PHVs the requirement is for an annual test after the vehicle is three years old. An annual test for licensed vehicles of whatever age (that is, including vehicles that are less than three years old) seems appropriate in most cases, unless local conditions suggest that more frequent tests are necessary. However, more frequent tests may be appropriate for older vehicles (see 'age limits' below). Local licensing authorities may wish to note that a review carried out by the National Society for Cleaner Air in 2005 found that taxis were more likely than other vehicles to fail an emissions test. This finding, perhaps suggests that emissions testing should be carried out on an ad hoc basis and more frequently than the full vehicle test.
- **Criteria for Tests.** Similarly, for mechanical matters it seems appropriate to apply the same criteria as those for the MOT test to taxis and PHVs*. The MOT test on vehicles first used after 31 March 1987 includes checking of all seat belts. However, taxis and PHVs provide a service to the public, so it is also appropriate to set criteria for the internal condition of the vehicle, though these should not be unreasonably onerous.

*A manual outlining the method of testing and reasons for failure of all MOT tested items can be obtained from the Stationary Office see www.tsoshop.co.uk/bookstore.asp?FO=1159966&Action=Book&From=SearchResults&ProductID=0115525726

- **Age Limits.** It is perfectly possible for an older vehicle to be in good condition. So the setting of an age limit beyond which a local authority will not license vehicles may be arbitrary and inappropriate. But a greater frequency of testing may be appropriate for older vehicles - for example, twice-yearly tests for vehicles more than five years old.
- **Number of Testing Stations.** There is sometimes criticism that local authorities provide only one testing centre for their area (which may be geographically extensive). So it is good practice for local authorities to consider having more than one testing station. There could be an advantage in contracting out the testing work, and to different garages. In that way the licensing authority can benefit from competition in costs. (The Vehicle Operators and Standards Agency - VOSA - may be able to assist where there are local difficulties in provision of testing stations.)

Security

23. The owners and drivers of vehicles will often want to install security measures to protect the driver. Local licensing authorities may not want to insist on such measures, on the grounds that they are best left to the judgement of the owners and drivers themselves. But it is good practice for licensing authorities to look sympathetically on - or actively to encourage - their installation. They could include a screen between driver and passengers, or CCTV. Care however should be taken that security measures within the vehicle do not impede a disabled passenger's ability to communicate with the driver. Licensing authorities may want to encourage the taxi and PHV trades to build good links with the local police force, including participation in any Crime and Disorder Reduction Partnerships. There is extensive information on the use of CCTV, including as part of measures to reduce crime, on the Home Office web-site, www.homeoffice.gov.uk (and see for instance, www.crimereduction.gov.uk/cctv/cctvminisite4.htm).

Vehicle Identification

24. Members of the public can often confuse PHVs with taxis, failing to realise that PHVs are not available for immediate hire and that a PHV driver cannot be hailed. So it is important to distinguish between the two types of vehicle. Possible approaches might be:

- **a licence condition that prohibits PHVs from displaying any identification at all apart from the local authority licence plate or disc.** The licence plate is a helpful indicator of licensed status and, as such, it helps identification if licence plates are displayed on the front as well as the rear of vehicles. However, requiring some additional clearer form of identification can be seen as best practice. This is for two reasons: firstly, to ensure a more positive statement that the vehicle cannot be hired immediately through the driver; and secondly because it is quite reasonable, and in the interests of the travelling public, for a PHV operator to be able to state on the vehicle the contact details for hiring;
- **a licence condition which requires a sign on the vehicle in a specified form.** This will often be a sign of a specified size and shape which identifies the operator (with a telephone number for bookings) and the local licensing authority, and which also has some words such as 'pre-booked only'. This approach seems the best practice; it identifies the vehicle as private hire and helps to avoid confusion with a taxi, but also gives useful information to the public wishing to make a booking. It is good practice for vehicle identification for PHVs to include the contact details of the operator.
- Another approach, possibly in conjunction with the previous option, is a requirement for a

roof-mounted, permanently illuminated sign with words such as 'pre-booked only'. But it can be argued that any roof-mounted sign, however unambiguous its words, is liable to create confusion with a taxi. So roof-mounted signs on PHVs are not seen as best practice.

Environmental Considerations

25. Local licensing authorities, in discussion with those responsible for environmental health issues, will wish to consider how far their vehicle licensing policies can and should support any local environmental policies that the local authority may have adopted, bearing in mind the need to ensure that the benefits of any policies outweigh the costs (in whatever form). Local authorities may, for example, wish to consider setting vehicle emissions standards for taxis and PHVs. However, local authorities would need to carefully and thoroughly assess the impact of introducing such a policy; for example, the effect on the supply of taxis and PHVs in the area would be an important consideration in deciding the standards, if any, to be set.

Stretched Limousines

26. Local licensing authorities are sometimes asked to license stretched limousines as PHVs. It is suggested that local authorities should approach such requests on the basis that these vehicles have a legitimate role to play in the private hire trade, meeting a public demand. Consistent with this view licence applications involving use of these limousines should not be automatically rejected (for example just because the vehicles may be left-hand drive). The Department is currently revising its guidance on the licensing arrangements for stretched limousines.

27. Imported stretched limousines are normally checked for compliance with British regulations under the Single Vehicle Approval (SVA) inspection regime, before they are registered. A licensing authority might wish to request sight of the SVA certificate to ensure that the vehicle was tested by VOSA before being registered and licensed (taxed) by DVLA. The SVA test verifies that the converted vehicle is built to certain safety and environmental standards (there are some vehicles that have gained registration without an SVA and these may not comply with British regulations).

28. Stretched limousines which clearly have more than 8 passenger seats should not of course be licensed as PHVs because they are outside the licensing regime for PHVs. However, under some circumstances the SVA regime accepts vehicles with space for more than 8 passengers, particularly where the precise number of passenger seats is hard to determine. In these circumstances, if the vehicle has obtained an SVA certificate, the authority should consider the case on its merits in deciding whether to license the vehicle under the strict condition that the vehicle will not be used to carry more than 8 passengers, bearing in mind that refusal may encourage illegal private hire operation. Authorities should check with local MOT testing stations to find out if the station has the facilities to test such vehicles. If there is difficulty in finding a suitable station, the local enforcement office may be able to advise (contact details on www.vosa.gov.uk/vosacorp/contactus/vosalocations/vosaenforcementoffices.htm).

Quantity Restrictions of Taxi Licences outside London

29. The present legal provision on quantity restrictions for taxis outside London is set out in section 16 of the Transport Act 1985. This provides that the grant of a taxi licence may be refused, for the purpose of limiting the number of licensed taxis 'if, but only if, the [local licensing authority] is satisfied that there is no significant demand for the services of hackney carriages (within the area to which the licence would apply) which is unmet'.

30. Local licensing authorities will be aware that, in the event of a challenge to a decision to refuse a licence, the local authority concerned would have to establish that it had, reasonably, been satisfied that there was no significant unmet demand.

31. Most local licensing authorities do not impose quantity restrictions; the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered. The Department further urges that the issue to be addressed first in each reconsideration is whether the restrictions should continue at all. It is suggested that the matter should be approached in terms of the interests of the travelling public - that is to say, the people who use taxi services. What benefits or disadvantages arise for them as a result of the continuation of controls; and what benefits or disadvantages would result for the public if the controls were removed? Is there evidence that removal of the controls would result in a deterioration in the amount or quality of taxi service provision?

32. In most cases where quantity restrictions are imposed, vehicle licence plates command a premium, often of tens of thousands of pounds. This indicates that there are people who want to enter the taxi market and provide a service to the public, but who are being prevented from doing so by the quantity restrictions. This seems very hard to justify.

33. If a local authority does nonetheless take the view that a quantity restriction can be justified in principle, there remains the question of the level at which it should be set, bearing in mind the need to demonstrate that there is no significant unmet demand. This issue is usually addressed by means of a survey; it will be necessary for the local licensing authority to carry out a survey sufficiently frequently to be able to respond to any challenge to the satisfaction of a court. An interval of three years is commonly regarded as the maximum reasonable period between surveys.

34. As to the conduct of the survey, the Department's letter of 16 June 2004 set out a range of considerations. But key points are:

- **the length of time that would-be customers have to wait at ranks.** However, this alone is an inadequate indicator of demand; also taken into account should be...
- **waiting times for street hailings and for telephone bookings.** But waiting times at ranks or elsewhere do not in themselves satisfactorily resolve the question of unmet demand. It is also desirable to address...
- **latent demand**, for example people who have responded to long waiting times by not even trying to travel by taxi. This can be assessed by surveys of people who do not use taxis, perhaps using stated preference survey techniques.
- **peaked demand.** It is sometimes argued that delays associated only with peaks in demand (such as morning and evening rush hours, or pub closing times) are not 'significant' for the purpose of the

Transport Act 1985. The Department does not share that view. Since the peaks in demand are by definition the most popular times for consumers to use taxis, it can be strongly argued that unmet demand at these times should not be ignored. Local authorities might wish to consider when the peaks occur and who is being disadvantaged through restrictions on provision of taxi services.

- **consultation.** As well as statistical surveys, assessment of quantity restrictions should include consultation with all those concerned, including user groups (which should include groups representing people with disabilities, and people such as students or women), the police, hoteliers, operators of pubs and clubs and visitor attractions, and providers of other transport modes (such as train operators, who want taxis available to take passengers to and from stations);
- **publication.** All the evidence gathered in a survey should be published, together with an explanation of what conclusions have been drawn from it and why. If quantity restrictions are to be continued, their benefits to consumers and the reason for the particular level at which the number is set should be set out.
- **financing of surveys.** It is not good practice for surveys to be paid for by the local taxi trade (except through general revenues from licence fees). To do so can call in question the impartiality and objectivity of the survey process.

35. Quite apart from the requirement of the 1985 Act, the Department's letter of 16 June 2004 asked all local licensing authorities that operate quantity restrictions to review their policy and justify it publicly by 31 March 2005 and at least every three years thereafter. The Department also expects the justification for any policy of quantity restrictions to be included in the five-yearly Local Transport Plan process. A recommended list of questions for local authorities to address when considering quantity controls was attached to the Department's letter. (The questions are listed in Annex A to this Guidance.)

Taxi Fares

36. Local licensing authorities have the power to set taxi fares for journeys within their area, and most do so. (There is no power to set PHV fares.) Fare scales should be designed with a view to practicality. The Department sees it as good practice to review the fare scales at regular intervals, including any graduation of the fare scale by time of day or day of the week. Authorities may wish to consider adopting a simple formula for deciding on fare revisions as this will increase understanding and improve the transparency of the process. The Department also suggests that in reviewing fares authorities should pay particular regard to the needs of the travelling public, with reference both to what it is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service when it is needed. There may well be a case for higher fares at times of higher demand.

37. Taxi fares are a maximum, and in principle are open to downward negotiation between passenger and driver. It is not good practice to encourage such negotiations at ranks, or for on-street hailings; there would be risks of confusion and security problems. But local licensing authorities can usefully make it clear that published fares are a maximum, especially in the context of telephone bookings, where the customer benefits from competition. There is more likely to be a choice of taxi operators for telephone bookings, and there is scope for differentiation of services to the customer's advantage (for example, lower fares off-peak or for pensioners).

38. There is a case for allowing any taxi operators who wish to do so to make it clear - perhaps by advertising on the vehicle - that they charge less than the maximum fare; publicity such as '5% below the metered fare' might be an example.

Drivers

Duration of Licences

39. It is obviously important for safety reasons that drivers should be licensed. But it is not necessarily good practice to require licences to be renewed annually. That can impose an undue burden on drivers and licensing authorities alike. Three years is the legal maximum period and is in general the best approach. One argument against 3-year licences has been that a criminal offence may be committed, and not notified, during the duration of the licence. But this can of course also be the case during the duration of a shorter licence. In relation to this, authorities will wish to note that the Home Office in April 2006 issued revised guidance for police forces on the Notifiable Occupations Scheme. Under this new guidance the police are requested to notify the appropriate local licensing authority of convictions and other relevant information when it comes to their attention that an individual is working as a Taxi or PHV driver. (Further details are contained in Home Office Circular 6/2006. Further information can be obtained from the Criminal Records Section, Safeguarding Vulnerable Persons Team, Police Leadership and Powers Unit, Home Office, Fourth Floor, Peel Building, 2 Marsham Street, London SW1P 4DF; e-mail Robin.Manson@homeoffice.gsi.gov.uk)

40. However, an annual licence may be preferred by some drivers. That may be because they have plans to move to a different job or a different area, or because they cannot easily pay the fee for a three-year licence, if it is larger than the fee for an annual one. So it can be good practice to offer drivers the choice of an annual licence or a three-year licence.

Acceptance of driving licences from other EU member states

41. Sections 51 and 59 of the Local Government (Miscellaneous Provisions) Act 1976 as enacted stated that an applicant for a taxi or private hire vehicle (PHV) driver's licence must have held a full ordinary GB driving licence for at least 12 months in order to be granted a taxi or PHV driver's licence. This requirement has subsequently been amended since the 1976 Act was passed. The Driving Licences (Community Driving Licence) Regulations 1996 (SI 1996 No 1974) amended sections 51 and 59 of the 1976 Act to allow full driving licences issued by EEA states to count towards the qualification requirements for the grant of taxi and PHV driver's licences. Since that time, a number of central and eastern European states have joined the EU and the EEA and the Department take the view that drivers from the Accession States are eligible to acquire a taxi or PHV driver's licence under the 1976 Act if they have held an ordinary driving licence for 12 months which was issued by an acceding State. To complete the picture, the Deregulation (Taxis and Private Hire Vehicles) Order 1998 (SI 1998 No 1946) gave equal recognition to Northern Ireland driving licences for the purposes of taxi and PHV driver licensing under the 1976 Act.

Criminal Record Checks

42. A criminal record check is an important safety measure and is widely required. Taxi and PHV drivers can be subject to an Enhanced Disclosure through the Criminal Records Bureau; this level of disclosure includes details of spent convictions and police cautions. In considering an individual's criminal record, local licensing authorities will want to consider each case on its merits, but they will doubtless take a particularly cautious view of any offences involving violence, and especially sexual attack. In order to

achieve consistency, and thus avoid the risk of successful legal challenge, local authorities will doubtless want to have a clear policy for the consideration of criminal records, for example the number of years they will require to have elapsed since the commission of particular kinds of offences before they will grant a licence.

43. Local licensing authorities will also want to have a policy on background checks for applicants from elsewhere in the EU and other overseas countries. One approach is to require a certificate of good conduct authenticated by the relevant embassy. The Criminal Records Bureau website (www.crb.gov.uk) gives information about obtaining certificates of good conduct, or similar documents, from a number of countries. More generally, the Home Office's Employers' Helpline (0845 010 6677) can be used by licensing staff to obtain general guidance on immigration documentation, although this Helpline is not able to advise on individual cases. The authority can obtain case specific immigration status information, including whether a licensing applicant is permitted to work or details of work restrictions, from the Evidence and Enquiry Unit, Floor 12, Lunar House, Wellesley Road, Croydon CR9 2BY. Further details on the procedures involved can be obtained by contacting the Unit (020 8196 3011).

44. It would seem best practice for Criminal Records Bureau disclosures to be sought when a licence is first applied for and then every three years, even if a licence is renewed annually, provided drivers are obliged to report all new convictions and cautions to the licensing authority.

Medical Criteria

45. It is clearly good practice for medical checks to be made on each driver before the initial grant of a licence and thereafter for each renewal. It is common for licensing authorities to apply the 'Group 2' medical standards - applied by DVLA to the licensing of lorry and bus drivers - to taxi and PHV drivers. This seems best practice. The Group 2 standards preclude the licensing of drivers with insulin treated diabetes. However, exceptional arrangements do exist for drivers with insulin treated diabetes, who can meet a series of medical criteria, to obtain a licence to drive category C1 vehicles (i.e. 3500-7500 kgs lorries); the position is summarised at Annex B to the Guidance. It is suggested that best practice is to apply the C1 standards to taxi and PHV drivers with insulin treated diabetes.

Age Limits

46. It does not seem necessary to set a maximum age limit for drivers provided that regular medical checks are made. Nor do minimum age limits, beyond the statutory periods for holding a full driver licence, seem appropriate. Applicants should be assessed on their merits.

Driving Proficiency

47. Many local authorities rely on the standard car driving licence as evidence of driving proficiency. Others require some further driving test to be taken. Local authorities will want to consider carefully whether this produces benefits which are commensurate with the costs involved for would-be drivers, the costs being in terms of both money and broader obstacles to entry to the trade. However, they will note that the Driving Standards Agency provides a driving assessment specifically designed for taxis.

Other training

48. There may well be advantage in encouraging drivers to obtain one of the nationally-recognised vocational qualifications for the taxi and PHV trades. These will cover customer care, including how best to meet the needs of people with disabilities. More information about these qualifications can be obtained from *GoSkills*, the Sector Skills Council for Passenger Transport. *GoSkills* is working on a project funded by the Department to raise standards in the industry and *GoSkills* can guide and support licensing authorities through its regional network of Business Advisers. Some licensing authorities have already established training initiatives and others are being developed; it is seen as important to do this in consultation with the local taxi and PHV trades. Training can cover customer care, including how best to meet the needs of people with disabilities and other sections of the community, and also topics such as the relevant legislation, road safety, the use of maps and GPS, the handling of emergencies, and how to defuse difficult situations and manage conflict. Authorities may wish to note that nationally recognised qualifications and training programmes sometimes have advantages over purely local arrangements (for example, in that the qualification will be more widely recognised).

Contact details are:

GoSkills, Concorde House, Trinity Park, Solihull, Birmingham, B37 7UQ.

Tel: 0121-635-5520

Fax: 0121-635-5521

Website: www.goskills.org

e-mail: info@goskills.org

Topographical Knowledge

49. Taxi drivers need a good working knowledge of the area for which they are licensed, because taxis can be hired immediately, directly with the driver, at ranks or on the street. So most licensing authorities require would-be taxi-drivers to pass a test of local topographical knowledge as a pre-requisite to the first grant of a licence (though the stringency of the test should reflect the complexity or otherwise of the local geography, in accordance with the principle of ensuring that barriers to entry are not unnecessarily high).

50. However, PHVs are not legally available for immediate hiring in the same way as taxis. To hire a PHV the would-be passenger has to go through an operator, so the driver will have an opportunity to check the details of a route before starting a journey. So it may be unnecessarily burdensome to require a would-be PHV driver to pass the same 'knowledge' test as a taxi driver, though it may be thought appropriate to test candidates' ability to read a map and their knowledge of key places such as main roads and railway stations.

PHV Operators

51. The objective in licensing PHV operators is, again, the safety of the public, who will be using operators' premises and vehicles and drivers arranged through them.

Criminal Record Checks

52. PHV operators (as opposed to PHV drivers) are not exceptions to the Rehabilitation of Offenders Act 1974, so Standard or Enhanced disclosures cannot be required as a condition of grant of an operator's licence. But a Basic Disclosure could be seen as appropriate, after such a system has been introduced by the Criminal Records Bureau. No firm date for introduction has yet been set; the Home Office during 2006/07 will be undertaking a new feasibility study in this regard. Overseas applicants may be required to provide a certificate of good conduct from the relevant embassy if they have not been long in this country. Local licensing authorities may want to require a reference, covering for example the applicant's financial record, as well as the checks outlined above.

Record Keeping

53. It is good practice to require operators to keep records of each booking, including the name of the passenger, the destination, the name of the driver, the number of the vehicle and any fare quoted at the time of booking. That will, for example, enable police checks to be made if any mishap should befall a passenger and may also be of use to licensing authorities in enforcement enquiries. It is suggested that 6 months is generally appropriate as the length of time that records should be kept.

Insurance

54. It is appropriate for a licensing authority to check that appropriate public liability insurance has been taken out for premises that are open to the public.

Licence Duration

55. A requirement for annual licence renewal does not seem necessary or appropriate for PHV operators, whose involvement with the public is less direct than a driver (who will be alone with passengers). Indeed, a licence period of five years may well be appropriate in the average case. Although the authority may wish to offer operators the option of a licence for a shorter period if requested.

Enforcement

56. Well-directed enforcement activity by the local licensing authority benefits not only the public but also the responsible people in the taxi and PHV trades. The resources devoted by licensing authorities to enforcement will vary according to local circumstances, including for example any difficulties with touting by unlicensed drivers and vehicles (a problem in some urban areas). Local authorities will also wish to liaise closely with the police.

57. Local licensing authorities often use enforcement staff to check a range of licensed activities (such as market traders) as well as the taxi and PHV trades, to make the best use of staff time. But it is desirable to ensure that taxi and PHV enforcement effort is at least partly directed to the late-night period, when problems such as touting tend most often to arise.

58. Some local licensing authorities employ taxi marshals in busy city centres where there are lots of hirings, again perhaps late at night, to help taxi drivers picking up, and would-be passengers queuing for taxis.

59. As part of enforcement, local licensing authorities will often make spot checks, which can lead to the ir suspending or revoking licences. They will wish to consider carefully which power should best be used for this purpose. They will note, among other things, that section 60 of the Local Government (Miscellaneous Provisions) Act 1976 provides a right of appeal for the licence-holder, whereas section 68, which is also sometimes used, does not; this can complicate any challenge by the licence-holder.

Taxi Zones

60. The areas of some local licensing authorities are divided into two or more zones for taxi licensing purposes. Drivers may be licensed to ply for hire in one zone only. Zones may exist for historical reasons, perhaps because of local authority boundary changes.

61. The Department recommends the abolition of zones. That is chiefly for the benefit of the travelling public. Zoning tends to diminish the supply of taxis and the scope for customer choice - for example, if fifty taxis were licensed overall by a local authority, but with only twenty five of them entitled to ply for hire in each of two zones. It can be confusing and frustrating for people wishing to hire a taxi to find that a vehicle licensed by the relevant local authority is nonetheless unable to pick them up (unless pre-booked) because they are in the wrong part of the local authority area. Abolition of zones can also reduce costs for the local authority, for example through simpler administration and enforcement. It can also promote fuel efficiency, because taxis can pick up a passenger anywhere in the local authority area, rather than having to return empty to their licensed zone after dropping a passenger in another zone.

62. It should be noted that the Government intends to make a Regulatory Reform Order which will remove the need for the Secretary of State to approve amalgamation resolutions made by local licensing authorities. It is intended that the RRO should be introduced for Parliamentary scrutiny during 2006.

Flexible Transport Services

63. It is possible for taxis and PHVs to provide flexible transport services in a number of different ways. Such services can play a valuable role in meeting a range of transport needs, especially in rural areas - though potentially in many other places as well. In recent years there has been a significant increase in the provision of flexible services, due partly to the availability of Rural Bus Subsidy Grant and Rural Bus Challenge Support from the Department.

64. The Department encourages local licensing authorities, as a matter of best practice, to play their part in promoting flexible services, so as to increase the availability of transport to the travelling public. This can be done partly by drawing the possibilities to the attention of taxi and PHV trade. It also should be borne in mind that vehicles with a higher seating capacity than the vehicles typically licensed as taxis (for

example those with 6, 7 or 8 passenger seats) may be used for flexible services and should be considered for licensing in this context.

65. The main legal provisions under which flexible services can be operated are:

- **Shared taxis and PHVs - advance bookings (section 11, Transport Act 1985):** licensed taxis and PHVs can provide a service at separate fares for up to eight passengers sharing the vehicle. The operator takes the initiative to match up passengers who book in advance and agree to share the vehicle at separate fares (lower than for a single hiring). An example could be passengers being picked up at home to go to a shopping centre, or returning from the shops to their homes. The operator benefits through increased passenger loadings and total revenues.
- **Shared taxis - immediate hirings (section 10, Transport Act 1985):** such a scheme is at the initiative of the local licensing authority, which can set up schemes whereby licensed taxis (not PHVs) can be hired at separate fares by up to eight people from ranks or other places that have been designated by the authority. (The authority is required to set up such a scheme if holders of 10% or more of the taxi licences in the area ask for one.) The passengers pay only part of the metered fare, for example in going home after a trip to the local town, and without pre-booking, but the driver receives more than the metered fare.
- **Taxibuses (section 12, Transport Act 1985):** owners of licensed taxis can apply to the Traffic Commissioner for a 'restricted public service vehicle (PSV) operator licence'. The taxi owner can then use the vehicle to run a bus service for up to eight passengers. The route must be registered with the Traffic Commissioner and must have at least one stopping place in the area of the local authority that licensed the taxi, though it can go beyond it. The bus service will be eligible for Bus Service Operators Grant (subject to certain conditions) and taxibuses can be used for local authority subsidised bus services. The travelling public have another transport opportunity opened for them, and taxi owners have another business opportunity.

66. The Department is very keen to encourage the use of these types of services. More details can be found in the Department's publication 'Flexible Transport Services' (available from dft@twoten.press.net). The document itself can be accessed at: www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_504004.hcsp.

Local Transport Plans

67. The Transport Act 2000 requires most local transport authorities in England (not London) to produce and maintain a Local Transport Plan (LTP), having regard to any guidance issued by the Secretary of State. The latest guidance was published in December 2004 asking for a provisional LTP by 29 July 2005 and a final one by 31 March 2006. LTPs set out the authority's local transport strategies and policies, and an implementation programme over a five year period. Authorities report each year on their delivery of policies and programmes in Annual Progress Reports.

68. All modes of transport including taxi and PHV services have a valuable part to play in overall transport provision, and so local licensing authorities have an input to make to the LTP process. The key policy themes for such services could be availability and accessibility. LTP input could include statements of policy on:

- quantity controls, if any, and plans for their review;
- licensing conditions, with a view to safety but also to good supply of taxi and PHV services;
- fares;
- on-street availability, especially through provision of taxi ranks;
- vehicle accessibility for people with disabilities;
- encouragement of flexible services.

69. There should also be a statement of changes in policy since the last LTP and changes that are intended. It would be useful to provide statistics of changes in the number of licences for vehicles, drivers and operators, so that trends in availability can be identified.

Annex A: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Useful questions when assessing quantity controls of taxi licences

- Have you considered the Government's view that quantity controls should be removed unless a specific case that such controls benefit the consumer can be made?

Questions relating to the policy of controlling numbers

- Have you recently reviewed the need for your policy of quantity controls?
- What form did the review of your policy of quantity controls take?
- Who was involved in the review?
- What decision was reached about retaining or removing quantity controls?
- Are you satisfied that your policy justifies restricting entry to the trade?
- Are you satisfied that quantity controls do not:
 - reduce the availability of taxis;
 - increase waiting times for consumers;
 - reduce choice and safety for consumers?
- What special circumstances justify retention of quantity controls?
- How does your policy benefit consumers, particularly in remote rural areas?
- How does your policy benefit the trade?
- If you have a local accessibility policy, how does this fit with restricting taxi licences?

Questions relating to setting the number of taxi licences

- When last did you assess unmet demand?
- How is your taxi limit assessed?
- Have you considered latent demand, ie potential consumers who would use taxis if more were available, but currently do not?
- Are you satisfied that your limit is set at the correct level?
- How does the need for adequate taxi ranks affect your policy of quantity controls?

Questions relating to consultation and other public transport service provision

- When consulting, have you included etc
 - - all those working in the market;
 - consumer and passenger (including disabled) groups;
 - groups which represent those passengers with special needs;
 - local interest groups, eg hospitals or visitor attractions;
 - the police;
 - a wide range of transport stakeholders eg rail/bus/coach providers and traffic managers?
 - Do you receive representations about taxi availability?
 - What is the level of service currently available to consumers (including other public transport modes)?

Annex B: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Assessing applicants for a taxi or PHV driver licence in accordance with C1 standard

Exceptional circumstances under which DVLA will consider granting licences for vehicles over 3.5 tonnes or with more than 8 passenger seats.

Insulin treated diabetes is a legal bar to driving these vehicles. The exceptional arrangements that were introduced in September 1998 were only in respect of drivers who were employed to drive small lorries between 3.5 tonnes and 7.5 tonnes (category C1). The arrangements mean that those with good diabetic control and who have no significant complications can be treated as "exceptional cases" and may have their application for a licence for category C1 considered. The criteria are

- To have been taking insulin for at least 4 weeks;
- Not to have suffered an episode of hypoglycaemia requiring the assistance of another person whilst driving in the last 12 months;
- To attend an examination by a hospital consultant specialising in the treatment of diabetes at intervals of not more than 12 months and to provide a report from such a consultant in support of the application which confirms a history of responsible diabetic control with a minimal risk of incapacity due to hypoglycaemia;
- To provide evidence of at least twice daily blood glucose monitoring at times when C1 vehicles are being driven (those that have not held C1 entitlement in the preceding 12 months may provide evidence of blood glucose monitoring while driving other vehicles);
- To have no other condition which would render the driver a danger when driving C1 vehicles; and
- To sign an undertaking to comply with the directions of the doctor(s) treating the diabetes and to report immediately to DVLA any significant change in condition.

APPENDIX 2

Ergonomic requirements DfT



Ergonomic requirements for accessible taxis

Increasing availability, comfort and safety for all passengers



Department for
Transport

Ricability

esri

**Loughborough
University**



introduction

By 2020 close to half the adult population of the UK will be over 50 years old and the majority of Europeans can now look forward to 30 years of active life after 50. However, one in five of the adult population has a disability and nearly half (48%) of the disabled population is aged 65 or older with some 29% of the disabled population being aged 75 or more.

Almost all of us will suffer some disabling mobility impairment at some time in our lives and transport related regulations introduced under the DDA(1995) are intended to ensure that safe and convenient mobility is available to as many people as possible. Taxis play a critical role in the transport chain. They often provide the links between other forms of transport (rail, air, coach etc); modes which may now be accessible for those with mobility impairments. In many cases they may represent the only form of transport that can provide a door to door service. An improvement in the accessibility of taxis can therefore be expected to offer significant benefit to disabled travellers making a wide range of journey types.

The principal barriers to using taxis for many people with mobility impairments are connected with the need to step up to and into the passenger compartment, negotiate a door with low head clearance and then access a seat which may be either low or set some distance back from the door. Physical frailty and stiff or painful joints may make all of these formidable challenges. Wheelchair users face a different set of challenges associated with the widespread use of ramps.

The recommendations summarised in this leaflet are intended to lead to taxi designs which are more accessible by reducing the difficulties of getting in and out and using the seats comfortably and conveniently.

The advice provided in this guide is based on a programme of ergonomic research undertaken to provide a definition of the requirements of a taxi designed to be fully accessible.



ramps

A steep ramp can make accessing a taxi difficult for wheelchair users, it may also represent a hazard for their assistants and taxi drivers. An ideal design would involve level entry from the kerb. If a gradient is required it should be less than 7°. Ramps should not provide an obstacle for pedestrians on the pavement and their length should be restricted to 1000mm. It is also important that ramps have a safety lip (50mm), are the same width as the door opening and comprise a single non-slip surface. Their edges should be highlighted to reduce the risk of trips.



steps

Some people cannot manage even a single step and may need a ramp with a gentle gradient if level entry isn't possible. If steps are necessary they should be restricted to a single step that is 100mm high. The steps should be the width of the door entry and be closed at the back without an overhang to reduce the risk of tripping.



doors and door apertures

Narrow doors and a low head clearance can cause significant difficulties for ambulant passengers and wheelchair users. A door width of at least 850mm will provide adequate clearance for wider wheelchairs and walking frames. A door height of 1595mm is required to prevent painful stooping and to minimise the risk of a head strike for passengers with visual impairments.

While hinged doors can provide a valuable form of support for passengers entering or leaving a vehicle, opening and closing them from the inside can be difficult for seated passengers and larger doors become a potential hazard for pedestrians on the pavement. Sliding doors can provide a large opening but secure latching must be ensured. Powered closure is now available in some vehicles and, if under the driver's supervision, this may provide an effective solution. Sliding doors are often associated with more

generous door apertures but care must be taken to ensure that opening and closing efforts are kept below 70N. Again, powered closure may provide an effective solution.

There are advantages and disadvantages associated with wheelchair access from the side and rear of a vehicle. Side access does not require wheelchairs to negotiate a kerb or enter the carriageway and enables shallower ramp angles from the pavement. Rear access may be the most practicable means of access in non-urban environments. It may also enable simpler manoeuvres to a secure travelling position inside the vehicle but may not be possible from a taxi rank or kerbside. The requirements outlined above (ramps and door size) are applicable in both cases.

passenger compartment

An interior roof height of at least 1625mm (ideally 1825) is required. If internal space is limited then it is important that passengers can access seats as directly as possible from an entrance. If there is a more generous provision (as when wheelchairs can also be accommodated in front of the passenger seats) it is important that there is sufficient internal height to prevent the need to stoop. Adequate provision of grab handles is an important requirement in either case.

Manoeuvring space measuring' to identify that this research is referring to manoeuvring space only and has not

seating

As low seats can be difficult for passengers with stiff or painful joints to use seat heights need to be between 430mm - 460mm from the floor and the squab should not have a pronounced angle. In order to accommodate passengers with limited leg flexibility a space of at least 1170mm between the seat back and any forward obstruction is required. A swivel seat (preferably powered) can provide a valuable

considered the kinematics of a wheelchair occupant during a vehicle impact at least 1300mm by 1340mm is required. This assumes that the wheelchair will be carried facing backwards and there is a side entrance. If the wheelchair is to face forwards then a slightly larger manoeuvring space is required. The position of the side door affects the manoeuvring space required and for forward facing carriage the manoeuvring space is minimised if the door way is set back from the main bulkhead.

alternate means of entry for passengers who find even a low single step difficult to negotiate. It is important that such seats provide a sense of security for the passenger while they are in operation and that they are large enough to provide a secure and comfortable ride.



handles and grab handles

Door handles that allow the passenger to use their whole hand to exert leverage and a range of opening strategies are preferable. Handle operation and latching efforts should be minimised to assist passengers who have limited upper body strength.

Grab handles play an important role in supporting access and providing stability support whilst passengers are inside a vehicle. The precise location will be dependent on the design of the vehicle and, in particular, the means of entry (i.e. step, ramp, swivel seat etc). Handles should have a diameter of 40mm and surface clearance of 45mm. For standing passengers (travelling in other modes of public transport) a height of around 900mm is recommended. However, lower positioning is more appropriate for handles in taxis intended to assist passengers getting up from seats or children climbing into a vehicle. Horizontal handles are more helpful inside a vehicle but vertical handles are recommended for doorways.



visibility and lighting

For passengers with impaired vision feature and edge high-lighting can provide important assistance. The following features should be visually emphasised: exterior and interior door handles, step and ramp edges, door edges and door apertures, grab handles, seat edges and facilities provided to allow communication with the driver.

Ambient lighting within the passenger compartment should be at least 150lux but higher levels of illumination may cause distraction for the driver and adaptation problems for some passengers alighting into a dark street. Brighter feature lighting (>200lux) is recommended for steps, the meter display and the communication window. In all cases lighting sources should be positioned so as to prevent shadowing.



For further information please contact:

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APPENDIX 3

Rank Observations

Rank Name : York Town Rd 2 Day: Tuesday Date: 23/08/2009 Time:

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
11-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-12	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 2 Day: Tuesday Date: 14/07/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
118-19	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
119-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
120-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
121-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
122-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
123-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
124-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
101-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 2 Day: Saturday Date: 18/07/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
110-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
111-12	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
112-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
113-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
114-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
115-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
116-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
117-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 2 Day: Friday Date: 24/07/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
118-19	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
119-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
120-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
121-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
122-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
123-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
124-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
101-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 2 Day: Sunday Date: 19/07/2009 Time: 1200 - 1600

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
112-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
113-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
114-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
115-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	4	0	0	0	0

Rank Name : The Point Day: Monday Date: 15/06/2009 Time: 1000 - 1800														
Passenger & Cab Rank Throughput			Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand					
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
1 10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 11-12	1	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 15-16	2	2	0	1	0.00	2.50	0	0	0	1	0	FALSE	FALSE	FALSE
1 16-17	2	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 17-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	5	5	0	1	0.00	1.00	0	0	0	8	0	0	0	0

Rank Name : The Point Day: Tuesday Date: 16/06/2009 Time: 1800 - 0200														
Passenger & Cab Rank Throughput			Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand					
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
1 18-19	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 20-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 21-22	0	2	0	2	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 22-23	3	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	3	3	0	2	0.00	3.33	0	0	0	8	0	0	0	0

Rank Name : The Point Day: Saturday Date: 04/07/2009 Time: 1000 - 1800														
Passenger & Cab Rank Throughput			Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand					
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
1 10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 11-12	0	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 12-13	0	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 15-16	2	2	2	0	5.00	0.00	1	0	0	1	0	2	2	2
1 16-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 17-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	2	5	2	0	5.00	0.00	1	0	0	8	0	2	2	2

Rank Name : The Point Day: Friday Date: 12/06/2009 Time: 1800 - 0200														
Passenger & Cab Rank Throughput			Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand					
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
1 18-19	0	1	0	1	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 20-21	0	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 21-22	14	8	2	2	0.71	1.25	1	0	0	1	0	14	0	0
1 22-23	2	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	16	12	2	3	0.63	1.25	1	0	0	8	0	14	0	0

Rank Name : The Point Day: Sunday Date: 14/06/2009 Time: 1200 - 1600														
Passenger & Cab Rank Throughput			Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand					
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
1 12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 15-16	2	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	2	2	0	0	0.00	0.00	0	0	0	4	0	0	0	0

Rank Name : Bus Station Day: Tuesday Date: 18/09/2009 Time: 1000 - 1800

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min	
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
1 10-11	13	10	0	135	0.00	67.50	0	9	0	0	1	FALSE	FALSE	FALSE
1 11-12	9	6	0	126	0.00	105.00	0	6	0	0	1	FALSE	FALSE	FALSE
1 12-13	10	10	0	117	0.00	58.50	0	5	0	0	1	FALSE	FALSE	FALSE
1 13-14	4	4	0	106	0.00	132.50	0	8	0	0	1	FALSE	FALSE	FALSE
1 14-15	10	7	0	72	0.00	51.43	0	1	0	1	0	FALSE	FALSE	FALSE
1 15-16	6	5	0	47	0.00	47.00	0	1	0	1	0	FALSE	FALSE	FALSE
1 16-17	9	6	0	84	0.00	70.00	0	5	0	0	1	FALSE	FALSE	FALSE
1 17-18	6	4	0	44	0.00	55.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	67	52	0	731	0.00	70.29	0	35	0	3	5	0	0	0

Rank Name : Bus Station Day: Wednesday Date: 17/09/2009 Time: 1800 - 0200

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min	
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
1 18-19	15	33	0	51	0.00	7.75	0	1	0	1	0	FALSE	FALSE	FALSE
1 19-20	0	26	0	69	0.00	13.27	0	2	0	1	0	FALSE	FALSE	FALSE
1 20-21	9	31	0	53	0.00	8.55	0	0	0	1	0	FALSE	FALSE	FALSE
1 21-22	2	26	0	30	0.00	5.77	0	1	0	1	0	FALSE	FALSE	FALSE
1 22-23	4	30	0	62	0.00	10.33	0	1	0	1	0	FALSE	FALSE	FALSE
1 23-24	6	32	0	64	0.00	10.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 24-01	0	10	0	22	0.00	11.00	0	0	0	1	0	FALSE	FALSE	FALSE
1 01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	36	188	0	351	0.00	9.34	0	5	0	8	0	0	0	0

Rank Name : Bus Station Day: Saturday Date: 13/09/2009 Time: 1000 - 1800

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min	
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
1 10-11	6	18	0	43	0.00	11.94	0	1	0	1	0	FALSE	FALSE	FALSE
1 11-12	5	18	0	35	0.00	9.72	0	1	0	1	0	FALSE	FALSE	FALSE
1 12-13	3	15	0	37	0.00	12.33	0	1	0	1	0	FALSE	FALSE	FALSE
1 13-14	23	22	10	17	2.17	3.86	4	0	1	0	0	23	23	FALSE
1 14-15	4	17	0	14	0.00	4.12	0	0	0	1	0	FALSE	FALSE	FALSE
1 15-16	6	14	0	33	0.00	11.79	0	1	0	1	0	FALSE	FALSE	FALSE
1 16-17	10	17	0	22	0.00	6.47	0	0	0	1	0	FALSE	FALSE	FALSE
1 17-18	10	18	0	79	0.00	21.94	0	3	0	0	1	FALSE	FALSE	FALSE
Total	67	139	10	280	0.75	10.07	4	7	1	6	1	23	23	0

Rank Name : Bus Station Day: Saturday Date: 04/07/2009 Time: 1800 - 0200

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min	
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
1 18-19	10	21	0	59	0.00	14.05	0	3	0	0	1	FALSE	FALSE	FALSE
1 19-20	6	34	0	63	0.00	9.26	0	1	0	1	0	FALSE	FALSE	FALSE
1 20-21	7	33	0	85	0.00	12.88	0	1	0	1	0	FALSE	FALSE	FALSE
1 21-22	0	14	0	98	0.00	35.00	0	7	0	0	1	FALSE	FALSE	FALSE
1 22-23	13	32	0	36	0.00	5.63	0	0	0	1	0	FALSE	FALSE	FALSE
1 23-24	22	39	0	71	0.00	9.34	0	0	0	1	0	FALSE	FALSE	FALSE
1 24-01	10	20	0	14	0.00	3.50	0	0	0	1	0	FALSE	FALSE	FALSE
1 01-02	4	9	0	31	0.00	17.22	0	1	0	1	0	FALSE	FALSE	FALSE
Total	72	201	0	457	0.00	11.37	0	13	0	6	2	0	0	0

Rank Name : Bus Station Day: Sunday Date: 14/09/2009 Time: 1200 - 1600 2 HOURS MISSING

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min	
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
1 13-13	11	23	0	52	0.00	11.30	0	2	0	1	0	FALSE	FALSE	FALSE
1 15-16	13	23	0	24	0.00	6.22	0	0	0	1	0	FALSE	FALSE	FALSE
Total	24	46	0	76	0.00	8.26	0	2	0	2	0	0	0	0

Rank Name: Train Station Day: Monday Date: 20/07/2009 Time: 0700 - 1800
 I:\Projects\22266 - Bracknell Forest Taxi Study\Data\TP\Excel\22266 Rank Observations Analysis.xls 22266 Rank Observations Analysis.xls Train Station

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand						
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
107-08	5	7	0	58	0.00	41.43	0	4	0	0	1	FALSE	FALSE	FALSE
108-09	29	22	5	45	0.86	10.23	3	0	1	0	0	FALSE	FALSE	FALSE
109-10	36	31	6	42	0.83	6.77	2	1	0	1	0	FALSE	FALSE	FALSE
110-11	29	25	2	49	0.34	9.80	2	2	0	1	0	FALSE	FALSE	FALSE
111-12	24	19	3	51	0.63	13.42	51	0	1	0	0	FALSE	FALSE	FALSE
112-13	3	3	0	47	0.00	79.33	3	1	0	1	0	FALSE	FALSE	FALSE
113-14	8	8	0	53	0.00	33.13	0	3	0	0	1	FALSE	FALSE	FALSE
114-15	11	9	0	47	0.00	26.11	0	3	0	0	1	FALSE	FALSE	FALSE
115-16	8	6	1	43	0.63	35.83	1	3	0	0	1	FALSE	FALSE	FALSE
116-17	10	7	0	51	0.00	36.43	0	4	0	0	1	FALSE	FALSE	FALSE
117-18	12	8	0	59	0.00	36.88	0	4	0	0	1	FALSE	FALSE	FALSE
Total	175	145	17	545	0.48	18.79	11	27	2	3	6	126	0	0

Rank Name: Train Station Day: Tuesday Date: 07/07/2009 Time: 1800 - 0200

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand						
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
118-19	22	23	0	53	0.00	11.52	0	2	0	1	0	FALSE	FALSE	FALSE
119-20	21	24	0	49	0.00	10.21	0	1	0	1	0	FALSE	FALSE	FALSE
120-21	13	16	0	54	0.00	16.88	0	1	0	1	0	FALSE	FALSE	FALSE
121-22	6	6	0	50	0.00	49.33	0	4	0	0	1	FALSE	FALSE	FALSE
122-23	12	12	0	47	0.00	19.58	0	3	0	0	1	FALSE	FALSE	FALSE
123-24	12	16	0	58	0.00	18.13	0	2	0	1	0	FALSE	FALSE	FALSE
124-01	20	20	0	22	0.00	5.50	0	0	0	1	0	FALSE	FALSE	FALSE
101-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	108	117	0	341	0.00	14.57	0	13	0	6	2	0	0	0

Rank Name: Train Station Day: Saturday Date: 06/06/2009 Time: 0700 - 1300

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand						
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
7-8	4	6	0	39	0.00	32.50	0	2	0	1	0	FALSE	FALSE	FALSE
8-9	5	9	0	39	0.00	21.67	0	2	0	1	0	FALSE	FALSE	FALSE
9-10	12	16	0	28	0.00	8.75	0	1	0	1	0	FALSE	FALSE	FALSE
10-11	7	11	0	33	0.00	15.00	0	2	0	1	0	FALSE	FALSE	FALSE
11-12	11	11	0	38	0.00	17.27	0	2	0	1	0	FALSE	FALSE	FALSE
12-13	4	5	0	46	0.00	46.00	0	3	0	0	1	FALSE	FALSE	FALSE
Total	43	58	0	223	0.00	19.22	0	12	0	5	1	0	0	0

Rank Name: Train Station Day: Friday Date: 17/07/2009 Time: 1800 - 0200

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand						
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
118-19	23	21	0	48	0.00	11.43	0	1	0	1	0	FALSE	FALSE	FALSE
119-20	14	17	0	55	0.00	16.18	0	4	0	0	1	FALSE	FALSE	FALSE
120-21	18	18	0	56	0.00	15.56	0	4	0	0	1	FALSE	FALSE	FALSE
121-22	26	16	0	46	0.00	14.38	0	1	0	1	0	FALSE	FALSE	FALSE
122-23	27	15	0	52	0.00	17.33	0	2	0	1	0	FALSE	FALSE	FALSE
123-24	45	33	0	53	0.00	8.03	0	0	0	1	0	FALSE	FALSE	FALSE
124-01	26	24	0	18	0.00	3.75	0	0	0	1	0	FALSE	FALSE	FALSE
101-02	0	1	0	4	0.00	20.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	179	145	0	332	0.00	11.45	0	12	0	6	2	0	0	0

Rank Name: Train Station Day: Sunday Date: 07/06/2009 Time: 1200 - 1600

Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand						
Hourly Time Period	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply	>0	> or = 1 Min	> or = 5 Min
112-13	12	12	0	40	0.00	16.67	0	0	0	1	0	FALSE	FALSE	FALSE
113-14	6	7	0	42	0.00	30.00	0	2	0	1	0	FALSE	FALSE	FALSE
114-15	5	7	0	43	0.00	30.71	0	2	0	1	0	FALSE	FALSE	FALSE
115-16	9	10	0	38	0.00	19.00	0	1	0	1	0	FALSE	FALSE	FALSE
Total	32	36	0	163	0.00	22.64	0	5	0	4	0	0	0	0

Rank Name : _____ Day: _____ Date: _____ Time: _____														
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
Total	0	0	0	0	0.00	0.00	0	0	0	0	0	0	0	0

Rank Name : Deziire Nightclub Day: Tuesday Date: 21/07/2009 Time: 2300 - 0300														
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
00-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
02-03	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	4	0	0	0	0

Rank Name : _____ Day: _____ Date: _____ Time: _____														
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
Total	0	0	0	0	0.00	0.00	0	0	0	0	0	0	0	0

Rank Name : Deziire Day: Friday Date: 31/07/2009 Time: 2300 - 0300														
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
23-24	0	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
24-01	2	9	0	4	0.00	2.22	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	11	12	0	17	0.00	7.08	0	0	0	1	0	FALSE	FALSE	FALSE
02-03	11	6	4	10	1.82	8.33	0	0	0	1	0	11	11	FALSE
Total	24	29	4	31	0.83	5.34	0	0	0	4	0	11	11	0

Rank Name : Deziire Day: Sunday Date: 29/07/2009 Time: 2300 - 0300														
Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
23-24	0	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
02-03	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	1	0	0	0.00	0.00	0	0	0	4	0	0	0	0

Rank Name : Red Lion Pub Day: Tuesday Date: 2/30/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
110-11	1	1	0	1	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
111-12	3	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
112-13	6	3	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
113-14	3	2	0	1	0.00	2.50	0	0	0	1	0	FALSE	FALSE	FALSE
114-15	6	5	0	5	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
115-16	1	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
116-17	3	2	0	5	0.00	12.50	0	0	0	1	0	FALSE	FALSE	FALSE
117-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	23	16	0	12	0.00	3.75	0	0	0	8	0	0	0	0

Rank Name : Red Lion Pub Day: Tuesday Date: 09/09/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
118-19	0	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
119-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
120-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
121-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
122-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
123-24	2	1	0	1	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
124-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
101-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	2	2	0	1	0.00	2.50	0	0	0	8	0	0	0	0

Rank Name : Red Lion Pub Day: Saturday Date: 06/06/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
110-11	3	3	1	4	1.67	6.67	1	0	0	1	0	3	3	FALSE
111-12	11	6	0	4	0.00	3.33	0	0	0	1	0	FALSE	FALSE	FALSE
112-13	3	4	0	1	0.00	1.25	0	0	0	1	0	FALSE	FALSE	FALSE
113-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
114-15	5	3	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
115-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
116-17	1	1	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
117-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	23	17	1	9	0.22	2.85	1	0	0	8	0	3	3	0

Rank Name : Red Lion Pub Day: Friday Date: 05/09/2009 Time: 1900 - 0300

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
119-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
120-21	2	2	0	1	0.00	2.50	0	0	0	1	0	FALSE	FALSE	FALSE
121-22	2	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
122-23	0	7	0	2	0.00	1.43	0	0	0	1	0	FALSE	FALSE	FALSE
123-24	4	5	2	0	2.50	0.00	2	0	0	1	0	4	4	FALSE
124-01	0	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
101-02	1	1	1	0	5.00	0.00	1	0	0	1	0	1	1	1
102-03	6	2	12	0	10.00	0.00	7	0	1	0	0	6	6	6
Total	15	21	15	3	5.00	0.71	10	0	1	7	0	11	11	7

Rank Name : Red Lion Pub Day: Sunday Date: 07/06/2009 Time: 1200 - 1600

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
114-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
115-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
116-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
117-18	1	1	0	1	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	1	1	0	1	0.00	5.00	0	0	0	4	0	0	0	0

Rank Name : British Legion Day: Wednesday Date: 22/07/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	12	14	0	86	0.00	30.71	0	6	0	0	1	FALSE	FALSE	FALSE
11-12	9	13	0	94	0.00	36.15	0	4	0	0	1	FALSE	FALSE	FALSE
12-13	12	12	0	91	0.00	37.92	0	6	0	0	1	FALSE	FALSE	FALSE
13-14	18	14	0	96	0.00	34.29	0	6	0	0	1	FALSE	FALSE	FALSE
14-15	10	10	0	103	0.00	51.50	0	7	0	0	1	FALSE	FALSE	FALSE
15-16	19	20	0	95	0.00	23.75	0	6	0	0	1	FALSE	FALSE	FALSE
16-17	14	12	0	82	0.00	34.17	0	6	0	0	1	FALSE	FALSE	FALSE
17-18	9	9	0	51	0.00	31.86	0	3	0	0	1	FALSE	FALSE	FALSE
Total	103	103	0	698	0.00	33.88	0	44	0	0	8	0	0	0

Rank Name : British Legion Day: Tuesday Date: 23/08/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
18-19	2	3	0	5	0.00	8.33	0	0	0	1	0	FALSE	FALSE	FALSE
19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
20-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
21-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
22-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	2	3	0	5	0.00	8.33	0	0	0	8	0	0	0	0

Rank Name : British Legion Day: Saturday Date: 20/08/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	18	17	1	17	0.28	5.00	1	0	0	1	0	18	FALSE	FALSE
11-12	10	13	0	37	0.00	14.23	0	0	0	1	0	FALSE	FALSE	FALSE
12-13	24	20	0	52	0.00	13.00	0	2	0	1	0	FALSE	FALSE	FALSE
13-14	26	18	0	82	0.00	22.78	0	6	0	0	1	FALSE	FALSE	FALSE
14-15	16	15	0	93	0.00	31.00	0	6	0	0	1	FALSE	FALSE	FALSE
15-16	35	24	0	96	0.00	20.00	0	6	0	0	1	FALSE	FALSE	FALSE
16-17	4	6	0	80	0.00	66.67	0	6	0	0	1	FALSE	FALSE	FALSE
17-18	12	11	0	35	0.00	15.91	0	1	0	1	0	FALSE	FALSE	FALSE
Total	145	124	1	492	0.03	19.04	1	27	0	4	4	18	0	0

Rank Name : British Legion Day: Friday Date: 26/08/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
18-19	2	5	0	5	0.00	5.00	0	0	0	1	0	FALSE	FALSE	FALSE
19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
20-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
21-22	0	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
22-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	2	7	0	5	0.00	3.57	0	0	0	8	0	0	0	0

Rank Name : British Legion Day: Sunday Date: 28/08/2009 Time: 1200 - 1600

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
12-13	3	4	0	22	0.00	27.50	0	1	0	1	0	FALSE	FALSE	FALSE
13-14	8	2	0	20	0.00	50.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	4	3	0	9	0.00	15.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	6	4	2	2	1.67	2.50	1	0	0	1	0	6	6	FALSE
Total	21	13	2	53	0.48	20.38	1	1	0	4	0	6	6	0

Rank Name : York Town Rd 1 Day: Wednesday Date: 24/06/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-12	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
16-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
17-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 1 Day: Thursday Date: 30/07/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
18-19	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
20-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
21-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
22-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 1 Day: Saturday Date: 04/07/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-12	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
16-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
17-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 1 Day: Friday Date: 10/07/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
18-19	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
20-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
21-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
22-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
24-01	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : York Town Rd 1 Day: Sunday Date: 05/07/2009 Time: 1200 - 1600

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ⁿ & Min ⁿ Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	4	0	0	0	0

Rank Name : Police Station Day: Monday Date: 22/09/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-12	0	0	0	0	0.00	0.00	3	0	1	0	0	FALSE	FALSE	FALSE
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
16-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
17-18	0	0	0	0	0.00	0.00	1	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	4	0	1	7	0	0	0	0

Rank Name : police station Day: Wednesday Date: 01/07/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-12	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
16-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
17-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : Police Station Day: Saturday Date: 27/09/2009 Time: 1000 - 1800

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
10-11	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
11-12	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	2	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
16-17	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
17-18	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	2	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : Police Station Day: Friday Date: 19/07/2009 Time: 1800 - 0200

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
19-20	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
20-21	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
21-22	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
22-23	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
23-24	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
01-02	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
02-03	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	8	0	0	0	0

Rank Name : Police Station Day: Sunday Date: 28/09/2009 Time: 1200 - 1600

Hourly Time Period	Passenger & Cab Rank Throughput		Hourly Queue Totals		Service Performance Indicator		Max ^o & Min ^o Queues		Balance of Supply & Demand			>0	> or = 1 Min	> or = 5 Min
	Passenger Throughput	Cab Throughput	Passenger Queue	Cab Queue	Average Passenger Delay	Average Cab Delay	Maximum Passenger Queue	Minimum Cab Queue	Excess Demand	Equilibrium	Excess Supply			
12-13	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
13-14	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
14-15	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
15-16	0	0	0	0	0.00	0.00	0	0	0	1	0	FALSE	FALSE	FALSE
Total	0	0	0	0	0.00	0.00	0	0	0	4	0	0	0	0

APPENDIX 4

Rank Location Pictures



TPI 22266
August 2009

Rank 1: Railway Station, Market Street



TPI 22266
August 2009

Rank 2: Bus Station, Market Street



TPI 22266
August 2009

Rank 3: Royal British Legion, The Ring



TPI 22266
August 2009

Rank 4: Red Lion, High Street



Taxi Rank located here...



TPI 22266 August 2009

Rank 6: Dezire Nightclub, The Ring

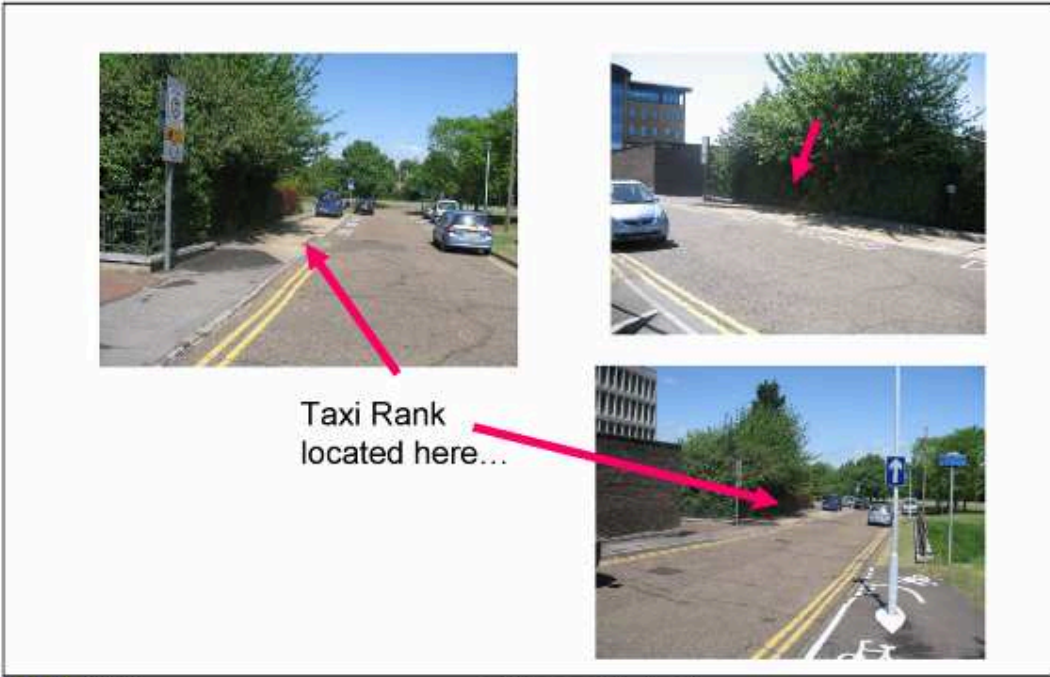


Taxi Rank located here...



TPI 22266 August 2009

Rank 5: The Point, Skimped Hill Lane



TPI 22266
August 2009

Rank 7: Police Station, The Ring



TPI 22266
August 2009

Ranks 8 & 9 (York Town Road, Sandhurst)

OCT 2006

Department for
Transport

Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Quantity Restrictions of Taxi Licences outside London

29. The present legal provision on quantity restrictions for taxis outside London is set out in section 16 of the Transport Act 1985. This provides that the grant of a taxi licence may be refused, for the purpose of limiting the number of licensed taxis 'if, but only if, the [local licensing authority] is satisfied that there is no significant demand for the services of hackney carriages (within the area to which the licence would apply) which is unmet'.

30. Local licensing authorities will be aware that, in the event of a challenge to a decision to refuse a licence, the local authority concerned would have to establish that it had, reasonably, been satisfied that there was no significant unmet demand.

31. Most local licensing authorities do not impose quantity restrictions; the Department regards that as best practice. Where restrictions are imposed, the Department would urge that the matter should be regularly reconsidered. The Department further urges that the issue to be addressed first in each reconsideration is whether the restrictions should continue at all. It is suggested that the matter should be approached in terms of the interests of the travelling public - that is to say, the people who use taxi services. What benefits or disadvantages arise for them as a result of the continuation of controls; and what benefits or disadvantages would result for the public if the controls were removed? Is there evidence that removal of the controls would result in a deterioration in the amount or quality of taxi service provision?

32. In most cases where quantity restrictions are imposed, vehicle licence plates command a premium, often of tens of thousands of pounds. This indicates that there are people who want to enter the taxi market and provide a service to the public, but who are being prevented from doing so by the quantity restrictions. This seems very hard to justify.

33. If a local authority does nonetheless take the view that a quantity restriction can be justified in principle, there remains the question of the level at which it should be set, bearing in mind the need to demonstrate that there is no significant unmet demand. This issue is usually addressed by means of a survey; it will be necessary for the local licensing authority to carry out a survey sufficiently frequently to be able to respond to any challenge to the satisfaction of a court. An interval of three years is commonly regarded as the maximum reasonable period between surveys.

34. As to the conduct of the survey, the Department's letter of 16 June 2004 set out a range of considerations. But key points are:

- **the length of time that would be customers have to wait at ranks.** However, this alone is an inadequate indicator of demand; also taken into account should be...
- **waiting times for street hailings and for telephone bookings.** But waiting times at ranks or elsewhere do not in themselves satisfactorily resolve the question of unmet demand. It is also desirable to address...
- **latent demand**, for example people who have responded to long waiting times by not even trying to travel by taxi. This can be assessed by surveys of people who do not use taxis, perhaps using stated preference survey techniques.
- **peaked demand.** It is sometimes argued that delays associated only with peaks in demand (such as morning and evening rush hours, or pub closing times) are not 'significant' for the purpose of

the Transport Act 1985. The Department does not share that view. Since the peaks in demand are by definition the most popular times for consumers to use taxis, it can be strongly argued that unmet demand at these times should not be ignored. Local authorities might wish to consider when the peaks occur and who is being disadvantaged through restrictions on provision of taxi services.

- **consultation.** As well as statistical surveys, assessment of quantity restrictions should include consultation with all those concerned, including user groups (which should include groups representing people with disabilities, and people such as students or women), the police, hoteliers, operators of pubs and clubs and visitor attractions, and providers of other transport modes (such as train operators, who want taxis available to take passengers to and from stations);
- **publication.** All the evidence gathered in a survey should be published, together with an explanation of what conclusions have been drawn from it and why. If quantity restrictions are to be continued, their benefits to consumers and the reason for the particular level at which the number is set should be set out.
- **financing of surveys.** It is not good practice for surveys to be paid for by the local taxi trade (except through general revenues from licence fees). To do so can call in question the impartiality and objectivity of the survey process.

35. Quite apart from the requirement of the 1985 Act, the Department's letter of 16 June 2004 asked all local licensing authorities that operate quantity restrictions to review their policy and justify it publicly by 31 March 2005 and at least every three years thereafter. The Department also expects the justification for any policy of quantity restrictions to be included in the five-yearly Local Transport Plan process. A recommended list of questions for local authorities to address when considering quantity controls was attached to the Department's letter. (The questions are listed in Annex A to this Guidance.)

Taxi Fares

36. Local licensing authorities have the power to set taxi fares for journeys within their area, and most do so. (There is no power to set PHV fares.) Fare scales should be designed with a view to practicality. The Department sees it as good practice to review the fare scales at regular intervals, including any graduation of the fare scale by time of day or day of the week. Authorities may wish to consider adopting a simple formula for deciding on fare revisions as this will increase understanding and improve the transparency of the process. The Department also suggests that in reviewing fares authorities should pay particular regard to the needs of the travelling public, with reference both to what it is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service when it is needed. There may well be a case for higher fares at times of higher demand.

37. Taxi fares are a maximum, and in principle are open to downward negotiation between passenger and driver. It is not good practice to encourage such negotiations at ranks, or for on-street hailings; there would be risks of confusion and security problems. But local licensing authorities can usefully make it clear that published fares are a maximum, especially in the context of telephone bookings, where the customer benefits from competition. There is more likely to be a choice of taxi operators for telephone bookings, and there is scope for differentiation of services to the customer's advantage (for example, lower fares off-peak or for pensioners).

38. There is a case for allowing any taxi operators who wish to do so to make it clear - perhaps by advertising on the vehicle - that they charge less than the maximum fare; publicity such as '5% below the metered fare' might be an example.

Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Annex A: Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

Useful questions when assessing quantity controls of taxi licences

- Have you considered the Government's view that quantity controls should be removed unless a specific case that such controls benefit the consumer can be made?

Questions relating to the policy of controlling numbers

- Have you recently reviewed the need for your policy of quantity controls?
- What form did the review of your policy of quantity controls take?
- Who was involved in the review?
- What decision was reached about retaining or removing quantity controls?
- Are you satisfied that your policy justifies restricting entry to the trade?
- Are you satisfied that quantity controls do not:
 - reduce the availability of taxis;
 - increase waiting times for consumers;
 - reduce choice and safety for consumers?
- What special circumstances justify retention of quantity controls?
- How does your policy benefit consumers, particularly in remote rural areas?
- How does your policy benefit the trade?
- If you have a local accessibility policy, how does this fit with restricting taxi licences?

Questions relating to setting the number of taxi licences

- When last did you assess unmet demand?
- How is your taxi limit assessed?
- Have you considered latent demand, ie potential consumers who would use taxis if more were available, but currently do not?
- Are you satisfied that your limit is set at the correct level?
- How does the need for adequate taxi ranks affect your policy of quantity controls?

Questions relating to consultation and other public transport service provision

- When consulting, have you included etc
 - all those working in the market;
 - consumer and passenger (including disabled) groups;
 - groups which represent those passengers with special needs;
 - local interest groups, eg hospitals or visitor attractions;
 - the police;
 - a wide range of transport stakeholders eg rail/bus/coach providers and traffic managers?
- Do you receive representations about taxi availability?
- What is the level of service currently available to consumers (including other public transport modes)?

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